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UNIVERSITY OF PENNSYLVANIA

**THE ADJUSTMENT OF A SCHOOL TO
INDIVIDUAL AND COM-
MUNITY NEEDS**

BY
PHILIP ALBERT BOYER

**A THESIS
PRESENTED TO THE FACULTY OF THE GRADUATE SCHOOL IN
PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR
THE DEGREE OF DOCTOR OF PHILOSOPHY**

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INTRODUCTION

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This study represents an attempt to apply to the organization and management of a school the principles of efficiency underlying scientific management in industry. The school under consideration, the Stanton-Arthur,* comprises the kindergarten and the eight elementary grades, and constitutes a unit school organization in the large public school system of the city of Philadelphia, Pa. Consideration of the aims and methods of this unit school in the light of the aim of education and the efficiency principles reveals the necessity of modifications for detailed adjustment to the peculiar conditions surrounding the school.

In Chapters II and III both external and internal conditions, which tend in any way to influence or circumscribe the work of the school, are analyzed in some detail. Social, economic, legal, financial and administrative conditions, having been definitely ascertained, are accepted as standard, and, together with conditions internal to the particular school and its pupils, are taken into account in shaping the aims, organization and operations of the school. The external standard conditions are further limited, for the present at least, by conditions internal to the school system, such as inadequate plant and equipment, the absence of efficiency reward for teachers, and insufficient provision for the most complete adjustment of content and method to the varying individual needs of pupils.

Chapter IV comprises a study of the attainments of pupils so far as these may be determined by the use of standardized educational and psychological tests. Results reflect adverse conditions in many ways, and indicate the necessity of final adjustment of aims, methods and standardized attainments in order to secure a closer approximation to the achievement of the aim of education in each pupil.

In Chapter V both ideal aims and standard conditions are brought together in such a way as to suggest specific working aims, best adapted under the existing conditions to secure the

* Formed in 1918 by combining under one supervising principal the Edwin M. Stanton School and the Chester A. Arthur School.

closest possible approximation to the most complete realization of the ideal aim.

Chapter VI outlines the modifications in present practice in the management of the school, possible under the existing conditions, and suggested by the application of the principles of efficiency. In so far as these adjustments are limited by the existing standard conditions, they are not ideal, but represent the most efficient adjustment of aims, conditions and attainments.

The final chapter proposes specific improvements in conditions and indicates the resulting possibility of the more complete realization of the aims of the school under the newly established standard conditions.

The basic idea and plan of the present study is the outgrowth of a course in the theory of educational administration given by Dr. Harlan Updegraff in the graduate school of the University of Pennsylvania. Through his untiring interest, constructive criticism, sympathetic guidance and stimulation, Dr. Updegraff has sustained the author throughout the planning and preparation of the work. Acknowledgment is also due to the members of the Seminar in Educational Administration for their interest and criticism, and to Dr. Oliver P. Cornman, Mr. Samuel L. Chew and Mr. John Christopher, of the Department of Superintendence of the Philadelphia Public Schools, for constructive criticism of the manuscript. It would be ingratitude, indeed, to neglect appreciative mention of my wife, Gertrude Stone Boyer, whose ever willing helpfulness has made this study possible.

P. A. B.

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CHAPTER I

AIMS AND THEIR REALIZATION

EFFICIENCY PRINCIPLES

Scientific management based upon carefully tested principles of efficiency has within recent years effected vast improvements in the organization and methods of industrial enterprise. The application of these principles has discovered and eliminated sources of waste in men, money, materials, equipment and operation. Immediate satisfaction to all concerned as well as increased financial reward has caused rapid spread of the doctrine of efficiency until today every large progressive industrial establishment has its department of efficiency to study conditions, organization, operations, schedules, despatching, to make recommendations for improvement and to test their effectiveness in operation.

The doctrine of efficiency in industry has been reduced to a code of twelve principles upon which to base rules of practice by Harrington Emerson in his book "The Twelve Principles of Efficiency."* "Five of these are altruistic and concern relations between men—or, in the industrial problem, specifically between employer and employee. Seven of them concern methods or institutions and systems established in the manufacturing plant or in the operating and distributing company." Since these principles form the background of the present study they are reproduced here in brief:

1. *Clearly Defined Ideals.* Workers at the lower end of the line should have a clear concept of the relation of their specific tasks to all others, and to the final definitely understood purpose. "Lacking this full understanding of ideals and their significance, workers are often driven to create minor ideals of their own which frequently are at variance with the ideals of those above them. If all the ideals animating all the organization from top to bottom could be lined up so as to pull in the same straight line, the resultant would be a very powerful effort; but when these ideals pull in diverse directions, the resultant

* Engineering Magazine Company, 4th edition, 1916.

force may be insignificantly positive—may, in fact, be negative.”

2. *Common Sense*. All possible theoretical and practical knowledge and experience should be considered. “It is impossible to lay down rules or to give specific directions as to how we shall convert prejudice and ignorance from without, near common sense from within, into supernal common sense. To select an upbuilding constructive organization, carefully to determine and adhere to ideals, constantly to survey every problem from a lofty instead of a near point of view, to seek special knowledge and advice wherever they can be found, to maintain from top to bottom a noble discipline, to build on the rock of the golden rule, of the fair deal—these are the general problems which supernal common sense must immediately solve.”

3. *Competent Counsel*. Best practice depends on so vast a range of experience that no one man can be master of it all. Hence, in a perfected organization, specialists set forth the underlying principles, instruct as to their application and relentlessly reveal both their observance and neglect.

4 *Discipline*. “Under the best management there are scarcely any rules and there are fewer punishments. There are standard-practice instructions so that every one may know what his part in the game is, there is definite responsibility, there are reliable, immediate and adequate records of everything of importance, there are standardized conditions and standardized operations and there are efficiency rewards. There should be a high membership ideal for every plant: no newcomer admitted who is not in accord with the standards of conduct among men, and with the order of life within the enterprise, and no one cut off except for cause. It is before he is admitted that the applicant should hear of the ideals of the business, of its organization and methods. Owners must transmit ideals to the workers. It is idle to expect them to rise above the ‘spirit of the place.’ Punishment for infraction, and elimination for neglect must not depend upon the undisciplined acts of discipline of individuals clothed with a little brief authority. Common ideals striven for by a disciplined organization, supernal common sense which forgets the little for the sake of the larger achievements, necessarily result in coöperation.”

5. *Fair Deal*. "With workers selected as to aptitudes and character, skill and disposition, with all conditions standardized for general welfare and contentment, fair deal is secured through sympathy, imagination and justice. Provided for in the organization, founded on ideals, on common sense, developed by competent advisers, simplified by vigorous exclusion of the unfit, fair deal should be carried into effect through reliable, immediate and adequate records, standard practice, definite instructions, schedules and other efficiency principles."

6. *Reliable, Immediate, Adequate and Permanent Records*. Records as to each detail aggregated into records as to the whole. Records as to each item today and throughout time.

7. *Despatching*. Advanced detailed planning and daily realization: orderly progress of work.

8. *Standards and Schedules*. The kind, quality and amount of work to be done should be clearly defined and fully understood by each individual. Rational work standards require motion and time studies of all operations together with the skill of the planning manager, the physician and the psychologist. Greater and greater results will follow constantly diminishing effort.

9. *Standardized Conditions*. The individual must be standardized to suit the environment or the environment to suit the individual in order to secure maximum result with minimum expenditure of time, effort and cost. Conditions should be accurately ascertained and taken into account in determining operations, schedules and despatching.

10. *Standardized Operations*. Such methods of operation should be determined as will enable each group of workers to accomplish the standard attainments under the standard conditions with most effective expenditure of time, energy and cost. Good results are not achieved by chance; planning must be incorporated as a habit. It is not possible to standardize each new operation, but each worker can be so inspired that he will not waste time, effort and materials.

11. *Written Standard-Practice Instructions*. When advances are definitely recorded and best practice is carefully and systematically reduced to writing, progress is conserved. Each one of the ten preceding efficiency principles can and should be reduced to written permanent standard-practice instruc-

tions so that each worker may understand the whole and also his own relation to it. Standard practice instructions are the permanent laws and practice of a plant. They do not destroy initiative. To follow the better and easier way is to lessen effort for the same result and to leave more opportunity for higher initiative.

12. *Efficiency Reward.* Individual reward for individual efficiency brings the highest development of all human factors in an enterprise. Wages should be based on a guaranteed minimum with progressive efficiency reward beginning at a point so low that practically all workers can obtain some of it. Efficiency standards should be so established as to conserve health and happiness.

The successful operation of the above principles requires a type of organization adapted to their application. Authority must be clearly defined and responsibility exacted, but the primary object of each superior officer should be to facilitate the work of his subordinates. "Line" officers should therefore be supplemented by a "staff" of specialists who will study each working unit and recommend improvements in the line of their particular specialty. The perfected organization should show a complete parallelism of line and staff so that every member of the line can at any time have the benefit of staff knowledge and assistance. It is important that the far-reaching significance of the "human element" be fully recognized. Finally it is necessary that the whole be coördinated and made to work in harmony by the influence of a strong executive officer.

APPLICATION TO EDUCATION

It is patent that the products of education are in many ways far less tangible than are those of industry. Nevertheless the schools of a democracy must justify themselves, and rapid strides are being made in the scientific determination of specific educational products as well as of most effective plant, equipment, organization, courses of study and method. The growing sciences of biology, sociology and psychology have assisted in the development of fundamental educational principles. Reorganization of administrative departments distinguishing clearly legislative and executive functions has developed more effective school organization and control. Reorganization of the schools

themselves to conform to stages of pupil-growth, and the provision of differentiated courses and special types of instruction are evidences of adjustment to individual differences. Bureaus of Research and Efficiency in connection with many large school systems and universities have already contributed much by way of standardization and definitized aims. Many of these improvements are the direct result of scientific experimentation and efficiency studies, but there is still much to be gained by the further application of the doctrine of efficiency to the educational process.

With certain important modifications due to the fact that the pupils themselves are the "workers" in the educational enterprise, and to the further consideration that teachers rank rather as craftsmen or foremen than as operators, the doctrine of efficiency in industry here briefly outlined has direct bearing upon the organization and administration of schools.

EDUCATIONAL AIMS

As they relate to the school, clearly defined ideals have their foundation in the broader definition of the aim of education. However variously defined, this broad aim must include "that reconstruction and reorganization of experience which adds to the meaning of experience and which increases the ability and the desire of the individual to direct the course of subsequent experience."* It must comprise both objective and subjective aspects—"both adjustment to the elements of environment that are of concern in modern life, and the development, organization and training of powers, so that the individual may make efficient and proper use of them."† A comprehensive aim of education must include all phases of life, both individual and social, and must contemplate the interaction and interdependency of such life with all possible types of environment—physical, mental, moral, social and spiritual. In addition, there must be included, with regard both to objective and subjective elements, the all-important concept of progressive evolution.

THE AIM OF A PUBLIC SCHOOL

The aim of education thus must conform to the larger aims of the society in which it functions. As one of the educative

* Dewey, John. *Democracy and Education*, p. 62.

† Ruediger, W. C. *Principles of Education*, p. 39.

institutions of society, the school must conform in its aim, not only to the more comprehensive aim of education, but also to the aims of other social institutions all of which are in a large sense educative. To these ends "It is necessary to the highest efficiency of a school that its aim be in accord with the principles of biology, psychology, sociology and the other sciences ancillary to the science of education, that it be in conformity with the aim of the society of which the school is a part, that it properly complement and supplement the aims of other institutions, that it be both objective and subjective in its reference, that it furnish criteria for evaluation and selection in the organization and operation of the school, that it include as many phases of life as conditions permit, that it be definitely formulated, that it be thoroughly understood and appreciated by every officer and teacher, that the part played by each activity of the school in its realization be clearly understood by those who participate in it, and that the subordinate aims of these various activities harmonize with each other and taken together make complete the aim as a whole."*

Accordingly, it is the aim of a public school, in so far as conditions permit, progressively to develop in each individual, the knowledge, habits and attitudes that should be possessed in common by all members of society, and in addition, to foster the development of special types of interests and skills in each individual.

EFFICIENCY STANDARDS

In the interests of efficiency, it is necessary, therefore, to study both the individual child, his instincts, capacities, abilities and interests, the probable length of his schooling, and also to study the conditions of his particular environment in order that effective interaction may be secured. In this process, all the principles of efficiency set forth above have immediate and continued application. Both aims and operations must be firmly founded on common sense, competent counsel, discipline and fair deal, and secured with the aid of scientifically determined standards, schedules, conditions, and operations. These, with written standard practice instructions and efficiency reward must be bound together by an upbuilding constructive

* Updegraff, H. Educational Administration (unpublished).

organization that will secure the freest, fullest and promptest operation of all the efficiency principles. This organization must be as simple as possible, observing both functional and departmental lines of cleavage, with authority clearly defined and accountability constantly exacted. The primary object of each superior officer should be to facilitate in every possible way the work of those under his direction. The line officers, both principal and teachers, should have the constant assistance and advice of a staff of competent experts in the form of special supervisors whose recommendations should guide the line officer's work. The harmonizing influence of a strong executive should insure fullest coöperation on the part of teachers and pupils alike, through complete understanding and general observation of the first five or altruistic principles, and should secure upon this foundation the most effective and constant operation of the remaining principles.

AIMS AND CONDITIONS

The close interconnection of all the principles of efficiency relating to the conduct of a school and their complete dependence upon standard conditions make it indispensable to the successful achievement of the aim that such conditions be definitely ascertained and consciously taken into account in the determination of working aims and the methods of securing immediate objectives. In a large system of public schools there are many standard conditions common to all individual school organizations. Political, legal and financial conditions are uniform throughout the city and tend to affect the work of each school in like manner. Conditions as to plant will vary with the period of construction of the building and the rapidity of growth of a given locality, but there is always present at least an approach toward a common level. Personnel, supplies and equipment tend to general uniformity. But, because of the tendency of people in a cosmopolitan city to segregate themselves into relatively small communities preserving uniform characteristics as to nationality, race and economic status, it is plain that the general social conditions presented to the different schools of a large system will be extremely variant.

WORKING AIMS

Having established the aim of a public school from the basis of its dependence on the general aim of education, it becomes necessary to refer each element of the ideal aim of a school to the conditions circumscribing its operations. The ideal aim will be modified in its contact with the realities of environing conditions. Only as these conditions are clearly recognized and the consequent modifications of the aim definitely formulated, can there result a practical working aim which will guide the operations of the school in the highest efficiency. It is the purpose of this study to make such a detailed investigation into the peculiar standard conditions surrounding a given unit school organization as will contribute definitely to the formulation of a working aim for that school. Such an aim will be in strict conformity with the general aim of the school system of which the given school organization is an integral part—but it will be so only *in so far as conditions permit*.

Having determined the working aim of the school as resulting from the interaction of the peculiar standard conditions and the ideal aim, the principles of efficiency demand that appropriate adjustments be made in standard attainments, operations, schedules, personnel, plant, equipment and organization. The close connection of all efficiency principles makes necessary this general readjustment in order that complete harmonious functioning can be established with highest efficiency.

SUMMARY

Efficiency principles in industry with such amplifications and adaptations as are made necessary by the vastly different character of the enterprise are directly applicable to the aims, operations and organization of the school.

The aim of education is broader than that of the school, including all life experience. The school must take its place among other educative institutions and perform its functions with due regard to theirs.

The general principles of aim further require conformity with the principles of ancillary sciences, reference to both objective and subjective aspects of experience, definite formulation, thorough understanding and complete harmonization of all subordinate aims.

The achievement of the ideal aim of a public school depends upon the standard conditions surrounding the enterprise. The interaction of aims and conditions determines working aims or immediate objectives, which in turn make necessary the proper adjustment of subordinate aims, standard attainments, operations, schedules, plant, equipment, personnel and organization.

CHAPTER II

STANDARD CONDITIONS

CONDITIONS SHAPE SCHOOL POLICY

If the school is to free itself from the effects of the ever present tendency of all institutions to crystallization, if indeed the school is to serve the purpose for which it was created by society, then it must maintain close and constant contact with the ever-changing needs of a dynamic social organization. On the other hand, in its interrelations with the other institutions of society, all of which are in a sense educative, the school must hold steadfastly to its particular aim. The functions of other institutions must not be assumed by the school because of their neglect by those institutions unless these functions can be performed by the school more economically and efficiently. Even in this case the school should perform these functions only so long as necessity and economy demand and should transfer them to their proper institutions as soon as expediency permits. While conserving the best of the past and filling the gaps left by other institutions, the school must progressively minister to the needs of present society.

With such considerations in mind it is plain that the success of a school or school system can be judged only in the light of the environment within which it works, and it is essential that social, financial, legal, physical and educational conditions be clearly discerned and fully recognized in the formulation of the working aims of a school. These conditions when accepted and defined as those upon and within which the school must do its work, become the standard conditions of the enterprise. Some are imposed from without and are in large degree beyond the control of the school. These are mainly social, financial and legal conditions. The school must accept them as it finds them and adjust its standard operations, schedules and attainments to them. However, in the very process of ascertaining and evaluating these circumscribing external conditions, and of adjusting its work to them, the school as an organized agent of society exercises its influence toward improving conditions and making them as favorable as possible.

Other conditions are created from within and may therefore be evaluated and adjusted as efficiency dictates. Such conditions are represented by the school plant, equipment, supplies, qualifications of personnel, size of classes, length of term. These internal conditions are of course limited by external standard conditions. Within such limitations, having chosen the most efficient internal conditions, they should be accepted as standard. Both external and internal conditions then must be taken into account in the conduct of the school, and an adequate understanding of these conditions and their effects is a prerequisite to sound judgment on the measure of success with which a school is performing its full function.

THE SCHOOL'S COMMUNITY

The Stanton-Arthur School serves a community which is an integral part of a vastly larger social group comprising the entire city of Philadelphia. Located in the heart of the city just south and west of the business center, this community, if so it may be called, is inextricably interwoven with the whole social fabric of the city. Isolation of important characteristics therefore is fraught with extreme difficulty, though this is somewhat mitigated by the fact that the community in question manifests characteristics which not only distinguish it from the larger community but which present peculiar and markedly different social, economic and educational problems.

Chief among these distinguishing characteristics is the fact that the community served by the school in question is one of the city's largest centers of negro population. Indeed, while the section from which the school draws pupils may properly be considered a center of negro population, in a broader sense, it is but an expansion of the largest and most congested negro settlement in the city. This original negro settlement in the 7th Ward is the gateway of entrance into the city for most negro immigrants. From here, after becoming acquainted with the new environment, recent arrivals move out into one of the many other centers of negro population in the city. As far back as 1870 many of the better negro families, in search of more congenial and commodious quarters, took up residence in the section just south of the 7th Ward settlement. This district, comprising 48 city blocks, bounded by South St.,

Broad St., Washington Ave. and 22nd St., was for a long time the residence section of the elite of Philadelphia's negro population. However, the pressure of colored immigration so increased the number of negro residents in this section and correspondingly so decreased the number of white residents, that there exists here today not only a larger proportion of negroes to white population, but also a larger absolute number of negroes than in many small towns of the South.

Since the section bounded above comprises more than half of the political division of the city known as the 30th Ward, the statistics for this larger division, extending west to the Schuylkill River, may profitably be studied in this connection. U. S. Bureau of Census statistics for 1910 relating to the State, City and Ward are presented in Table I, together with the enrollment of the school under consideration.

TABLE I
Racial Composition of Population and School Enrollment

	White	Negro	% Negro
Penna., 1910.....	7,467,713	193,919	2.5
Phila., 1910.....	1,463,371	84,459	5.5
30th Ward, 1910.....	19,189	9,999	34.0
Stanton-Arthur School, 1919	318	1,132	78.1

It will be noted there that colored inhabitants of the State of Pennsylvania comprise 2.5% of the total population. In the city of Philadelphia this proportion is more than doubled, *i. e.*, 5.5%, showing the tendency of negroes from the South to locate in urban centers. In the 30th Ward of Philadelphia we find an absolute number of negroes totaling 9,999 and representing 34% or more than one-third of the population of the Ward. The inhabitants of the Ward represent 2% of the total population of the city. White residents comprise only 1.2% of the total city white population, while colored residents comprise 12% of the total city colored population.

INCREASING PROPORTION OF NEGROES

The figures presented above represent the number and proportions of population groups in 1910. Since that time there has been a constant influx of colored population from the poorer sections of the 7th Ward, from the South and from other cities. During the period of industrial prosperity incident to the war, many negroes found it possible to improve on the poor living

conditions afforded in the more congested sections. The shortage of labor, the lure of high wages and induced immigration brought large numbers of laborers from the South and from other cities of the North. Hence this section has experienced a large increase in the number of negro residents and a corresponding exodus of whites. It is estimated, accordingly, that at present more than half of the population of the 30th Ward is colored. When we consider, further, that this colored population is concentrated in the eastern half of the ward, it becomes evident that the school which serves this section has not only experienced a large increase in colored pupilage, but has been called upon to face many problems of readjustment. The present school enrollment is 78.1% colored (see Table I) and many of these children are comparatively recent entrants to the school.

The rapid increases and shifting of population groups indicated above have been due to abnormal economic conditions incident to the World War. Some idea of normal tendencies may be gathered from a brief study of conditions existing in Philadelphia over a period of years prior to 1910. It will be seen in Table II that while the white population of Philadelphia nearly doubled in the 30-year period from 1880 to 1910, the colored population nearly trebled. The rates of increase over the population 10 years previous show that increases of white population average about 22% and have been growing relatively smaller each decade.

Increases in colored population do not show the same regularity, varying from 24.2 to 57.8%. This irregularity is partly due to faulty census enumerations but far more to economic and social conditions. Problems of the extension of negro residence areas, labor union difficulties, race riots and the demand and supply of labor all have marked effect upon the growth of negro population. It is plain, however, that negro population is growing much more rapidly than white. Another indication of the same tendency is seen in the per cent. of negroes in the total population of the city. This has grown from 3.8% to 5.5% in 1910 and according to the estimate of the Chief Statistician for the city this per cent. is 6.7 for the year 1919.*

* Cattell, Edward J., Chief Statistician, Phila.

The estimates upon which this rate is based are also given in Table II. These would indicate that since 1910 there has been an increase of 42.0% in negro population against a corresponding increase in white population of 14.8%. If we can accept these estimates of the number of white and colored inhabitants of Philadelphia in 1919, Table II shows that the colored population has doubled itself in the 20-year period from 1880 to 1900 and again from 1900 to 1919. During these same periods the white population increased only 50% and 33 $\frac{1}{3}$ % respectively.

TABLE II
Number and per cent. Increase of White and Negro Population of Philadelphia by Decades—per cent. Negro in Total Population

Year	White		Negro		% Negro in total pop.
	No.	% inc.	No.	% inc.	
1880	815,362	25.0	31,699	43.1	3.8
1890	1,006,590	23.4	39,371	24.2	3.9
1900	1,229,625	22.1	62,613	57.8	4.8
1910	1,463,371	18.0	84,459	34.5	5.5
est. 1919	1,680,000	14.8	120,000	42.0	6.7

From such indications, then, we may expect the negro population of Philadelphia to become proportionately as well as absolutely larger in future years. It is plain therefore that this condition calls for circumspect, foresighted provisions for social and economic adjustments, not for the good of the negro, but for the safety, well-being, happiness and economic prosperity of every member of the community, white and black.

SCHOOL CENSUS

The school census enumeration of children between the ages of six and sixteen years in the city of Philadelphia (Table III) shows a fairly regular rate of increase for white pupils, varying from 1.7 to 3.2%. For negro pupils, on the other hand, the lowest rate of annual increase is but one-tenth lower than the highest shown by the whites, and the rate of increase in two of the annual periods is as high as 9.5%.

In the years 1916, 1917 and 1918 negro pupilage increased three times as rapidly as did white. In 1919 conditions are somewhat abnormal, due to the exodus from the city of many people previously engaged in war industry. However, even in

this year, the negroes show a higher percentage of increase over the preceding year than do the whites.

TABLE III
*Enumeration of Children 6-16 Years of Age**

	White	Negro	% Increase	
			White	Negro
1915.....	286,560	12,945		
1916.....	294,001	13,902	2.3	7.4
1917.....	289,010	15,228	1.7	9.5
1918.....	308,576	16,682	3.2	9.5
1919.....	315,117	17,197	2.1	3.1

* Annual Reports of Bureau of Compulsory Education, Phila., 1915-1919.

EXCESS OF FEMALES IN NEGRO POPULATION

Analysis of the statistics of the city of Philadelphia for 1910 shows a marked excess of females in the negro population. Table IV shows the totals for population separated by sex, nativity and race, together with the number of females to each 100 males.

TABLE IV
Sex Distribution†

	Population of Phila. 1910		No. of females to each 100 males
	Male	Female	
Total Population.....	760,463	788,545	104
Native White.....	525,933	554,860	106
Foreign-born White.....	193,994	188,584	97
Negro.....	39,431	45,028	114

† Statistical Abstract U. S. Census, 1910—Penna. Supplement, p. 609.

The same causes which operate to bring to the country a larger proportion of foreign-born white males than females, operate also to bring to urban communities larger proportions of negro females than males. Economic opportunity in the country at large is greater for foreign-born white males than it is for females. In normal times, economic opportunity in cities is larger for negro females than for males. The large employment of negro females in domestic service, and the restriction of employments open to negroes in general has brought about the abnormal excess in the proportion of females to males shown above.

The fact indicated in Table IV, that the proportion of negro females to males is 10% in excess of the proportion of white females to males, is one of important social significance. Further analysis of the above totals into age groups shows that

this disproportion of the sexes is most acute in those age groups where serious problems of sex relationship and immorality are likely to arise. It will be seen in Table V that, for ages 15 to 19, negro females are 53% in excess of males and for ages 20 to 24 the excess is 52%. In corresponding age groups, native white population shows an excess of females of only 6% and 8% respectively.

TABLE V
Age and Sex Structure of Native White and Negro Population of Philadelphia, 1910

Age	Native White			Negro		
	Male	Female	No. of Females to each 100 Males	Male	Female	No. of Females to each 100 Males
Under 5 Years	72,146	71,177	99	3,391	3,472	102
5-9 "	59,449	59,134	100	2,716	2,907	107
10-14 "	56,403	56,168	100	2,348	2,857	122
15-19 "	55,217	58,284	106	2,268	3,475	153
20-24 "	50,579	54,814	108	3,935	5,989	152
25-34 "	82,263	88,097	107	10,467	12,000	115
35-44 "	65,944	70,787	107	8,044	7,686	96
45-64 "	69,683	76,523	110	5,412	5,442	100
65 yrs. and over	13,497	19,024	126	685	1,067	156
Age unknown	752	852	113	165	131	80

This condition has direct bearing upon the unhealthy moral tone that pervades much of the social relationships of the middle and lower classes of negroes. Some tendency toward a more even distribution of the sexes can be detected in recent years due to the partial removal of restrictions on negro employment, especially during the pressure of the war on industry. However, this reform has not gone far enough, nor continued sufficiently long, nor has it affected the age groups where the disproportion is most acute, to obviate the social difficulties consequent upon an unnatural distribution of the sexes.

EXCESS OF YOUNG NEGROES IN CITY

The negro population of the city is further characterized by peculiarities in its age structure. The population figures by age groups given in Table V are reduced to per cents in Table VI. These show a smaller proportion of children among the negroes of the city than exists in the native white population.

In each one of the first four age groups the proportion of negroes to total negro population is approximately 4% less than corresponding per cents for native white population. Nearly half of the native white population (45.5%) is under 20 years of age while slightly over one-fourth of negro population (27.5%) is found under that age. In each of the three age groups from 20 to 44 the negro population shows proportions markedly in excess of those for whites. Between these ages are found 57% of the negro population and 38% of the white.

TABLE VI

Age and Sex Structure of Native White and Negro Population of Philadelphia, 1910—in per cents.

Age	Native White		Negro	
	Male	Female	Male	Female
Under 5 Years	13.7	12.8	8.6	7.7
5-9 "	11.3	10.7	6.9	6.5
10-14 "	10.8	10.1	6.0	6.2
15-19 "	10.5	10.5	5.7	7.7
20-24 "	9.6	9.9	10.0	13.3
25-34 "	15.6	15.9	26.6	26.7
35-44 "	12.5	12.8	20.4	17.1
45-64 "	13.3	13.8	13.7	12.1
65 yrs. and over	2.6	3.4	1.7	2.4
Age unknown	.1	.1	.4	.3
	100.0	100.0	100.0	100.0

The small proportion of children is not so much the result of a low birth rate in the negro population as the excessive number between 20 and 44 years of age is due to the instability of the population and the tendency of negroes to migrate to the city leaving their families in the South. This group contains also the large number of unmarried negroes who have come to the city for employment. It is these two groups, both married and single, that create many pressing social problems, not the least of which is the lodging house evil with its problems of overcrowding, unsanitary housing, immorality and crime. Unattached, improvident and without the restraints of home ties, the individuals of these over-large middle-age groups do much to lower the moral tone of the whole of negro society.

UNSTABLE MARITAL CONDITION

Probably the greatest inaccuracies in census returns are found in the statistics concerning the marital condition of the popu-

lation. This is especially true of figures relating to negroes. Moreover, gross percentages do not form a satisfactory basis for comparison of age, sex or race groups in regard to marital condition because of the peculiarities of age and sex distribution indicated above. For example, the U. S. census for 1910 gives 57.2% as the proportion of Philadelphia negro males married against 52.1% for native white males. It will be remembered that in Table VI, 57% of the total negro male population of Philadelphia was shown to be confined to the age span 20 to 44 years, while only 37.7% of the white male population is found in these years which represent the marrying age. Consequently it is false to conclude that negro males are married in larger proportion than whites. Figures for the U. S. as a whole* indicate a higher percentage of married negroes up to the age of 25 for females and 30 for males. Beyond these ages the native white population shows higher proportions married. Also there is shown to be a higher proportion of single negro males in the North (39.2%) than in the South (34.8%), a consequence of the selection effected by migration of single negroes to the North.

A careful, intensive, social study of the negroes of Philadelphia made in 1899 by one of their own race develops the following pertinent conclusions in regard to the negro population of the city: "There is a large proportion of single men; the number of married women is small, while the large number of widowed and separated indicates widespread and early breaking up of family life. The number of single women is probably lessened by unfortunate girls and increased somewhat by deserted wives who report themselves as single. The causes of desertion are partly laxity in morals and partly the difficulty of supporting a family. The great number of widows is increased by unacknowledged desertion and separation, and unmarried mothers who thus represent themselves. The result of this large number of homes without husbands is to increase the burden of charity and benevolence and also, on account of poor home life, to increase crime. Here is a wide field for social regeneration." The author further observes: "It must be remembered that the negro home and stable marriage state is for the

* The Negro Population in U. S., 1790-1915. U. S. Census Bureau 1918, pp. 243-6.

mass of the colored people of the country and for a large per cent of those of Philadelphia, a new social institution. The great weakness of the negro family is still lack of respect for the marriage bond, inconsiderate entrance into it and a bad household economy and family government.”*

Conditions such as Dr. DuBois describes above are all too prevalent in the negro population. They cannot fail to be reflected in the health, morality and general deportment of the children. Indeed, one of the most pressing problems in connection with the proper development of the negro race is presented here in the tendency of its children to immorality. Innocently they reflect all that is not innocent. Their “fun” is ofttimes steeped in depravity. Such conditions, the results of the unhealthy moral atmosphere of the street and often of the home, while unfortunate in the extreme, can be remedied only by a slow process of race regeneration and development. “It must be recognized that one of the strongest elements in racial development is purity of family life.”† In this connection the school must consciously extend its influence through the pupils to the homes of the community.

ILLITERACY

Only a rough indication of the educational status of the population can be secured from figures on illiteracy. These show that of the total population of Philadelphia 10 years of age and over, 4.6% were illiterate. The native white population shows only .5%, and negroes are 7.8% illiterate.‡ While this per cent. of illiteracy is high, it shows marked improvement over past decades when negro illiteracy in Philadelphia was 18 and 22%. In the 30th ward the condition with regard to illiteracy is better than in the city as a whole. Of the total ward population over 10 years, 3.5% are illiterate, and among males of voting age 3.1% are illiterate. However, it is plain from contact with these people that the degree of education is not high, especially among the negroes. The majority have only a partial common school education from inefficient rural schools of the South. Many others have continued in city schools only so

* DuBois. W. E. B. *The Philadelphia Negro*, pp. 66-72.

† Page, Thomas N. *The Negro: The Southerner's Problem*, p. 306.

‡ Abstract U. S. Census 1910, pp. 631-649.

long as compelled to do so. Consequently, it may be said that the educational ideals of the people are not generally so high as to furnish incentive, encouragement and guidance from the home to children now in school.

SHIFTING POPULATION

Of the total native population in urban districts of Pennsylvania, 11.7% were born outside the state; while 58.8% of the urban negro population of Pennsylvania were not born in the state.* This high proportion of immigrant negroes would very probably be more than 65% if the figures for Philadelphia alone were available. With only one-third of the negro population of Philadelphia born here and with the conservative estimate of one-fourth of the remainder resident in the city less than twenty years, it is evident that approximately one-half of its negro population can in no way be considered a product of the city.

The influx of negroes to Philadelphia is not one of families but is composed largely of young people from twenty to thirty years of age who migrate from the rural districts of the South to the small towns and finally to the larger urban centers. This condition was indicated above in the excessive proportion of negroes in age-groups 20-34. Besides this large group there are a considerable number of families migrating to the city. This was especially noticeable in the great wave of 1917 when from 20,000 to 60,000 negroes came to Philadelphia. The problems of social and economic adjustment of these immigrants are in many respects similar to those presented by immigrant foreign populations, though complicated to no small degree by racial barriers. The negro immigrant, like the foreigner, is likely on his arrival in the city to settle first in the congested slum district where housing is poor, tenements are unsanitary, and the general social environment is conducive to ill-health, immorality and crime. In search for more satisfactory living conditions the better negroes move out to the more thinly settled negro sections whenever opportunity is afforded. Often, however, only large houses are available and lodgers are taken to help support the undertaking. Hence the

* U. S. Census Abstract 1910, p. 605.

privacy of home life is disrupted and there is denied to the family the opportunity for building up those home interests so essential to the proper development of the negro.

HOUSING CONDITIONS

A study made by the Philadelphia Housing Association of 1158 negro homes in the vicinity of the 30th Ward shows that 95% of the families are tenants and that the negro, generally with no steady income, has to suffer the same gross evils of insanitation as afflict Italian or Jewish immigrants. Of the houses studied, 72% had toilets outside the building and 32% had privy vaults; 2% were characterized as filthy and 10% as unclean and in general disrepair, responsibility for which rested upon the owner. 785 families lived in 4 to 6 rooms, 147 in 3 rooms or less and 226 occupied 7- to 11-room houses. The excess space in these large houses was in most cases devoted to the accommodation of lodgers. Indeed 35% of the families studied took lodgers and 17% of all occupants were lodgers.* The houses occupied by negroes are likely then to be either too small or too large for proper home conditions. Small houses are usually located on undrained streets where unsanitary conditions abound; large houses in better repair and in more desirable environments can be supported only with the assistance of lodgers. Both conditions are opposed to the best development of the proper influences of the home and the most profitable employment of leisure.

OCCUPATIONS

The percentages of the population 10 years of age and over engaged in gainful occupations are given in Table VII.

TABLE VII

Per cent of Population 10 Years of Age and Over Engaged in Gainful Occupations, 1910†

	Pennsylvania		Philadelphia
	Native White	Negro	Negro
Male.....	77.4	86.0	88.9
Female.....	18.8	48.7	58.3

It will be seen here that for both males and females the proportions gainfully employed are greater for negroes than for

* Newman, B. J. Housing the City Negro, Phila. Housing Ass'n.

† U. S. Census, Occupation Statistics, p. 66.

whites in Pennsylvania and still greater for the city negroes than for the state as a whole. The large proportion of negro females employed is an important factor in the home life of the race. The great number of young negro women in the population, of course, tends to increase this proportion, but the most significant element is contributed by the large number of working mothers and wives who find it necessary thus to supplement the meager wages of their husbands or to provide complete support for their families.

There is wide divergence in the character of employments of white and negro. The white population is engaged chiefly in mechanical, industrial, business and commercial pursuits, while negroes are in large measure confined to laboring and domestic service. Of the 29,561 male negroes of Philadelphia over 10 years of age, more than half are employed as laborers, servants, waiters, teamsters, stevedores, deliverymen and porters. Of the 22,535 negro women, 14,279 are servants, 4332 laundresses and cleaners, and 1095 dressmakers.*

In order to verify these generalizations and to afford a clearer view of occupational conditions in the immediate sphere of our study, an investigation was made into the occupations of the parents of 317 pupils of the Stanton School comprising eight of the sixteen grammar classes. Care was taken to avoid duplication of families and doubtful entries were satisfactorily verified or discarded. This condition, combined with the fact that the proportion of colored children in the upper grades is smaller than in the lower, causes a larger number of white pupils to be included in the tabulation than the proportions of the races in the school as a whole would warrant. Furthermore, the 186 colored pupils in these higher grades represent a finer selection from among the 1132 total colored enrollment than do the 131 white pupils of the 318 total whites.

In the summary table where occupations are grouped by classes and changed to per cents it will be noted that of colored fathers 67% are in unskilled and relatively insecure and unstable occupations; 18% are skilled and less than 10% are engaged in business or professions. Of white fathers only 6% are unskilled, while 57% are in skilled trades and 36% are in business and the

* U. S. Census, Occupations, 1910.

professions. Hence practically all white fathers are in skilled trades or business while only one-fourth of negro fathers are thus engaged.

The returns for mothers show that 58% of colored mothers are at home engaged in housekeeping. This proportion is high, even for the selected group with which we are dealing. Many colored mothers go out to "day's work" only one, two or three days in the week, in which case the work is not reported as a regular occupation. More than one-fourth of the mothers work out regularly in domestic service and 11% are in skilled work, mainly dressmaking. Of white mothers, 90% are engaged at home in housekeeping and 3% are in business at home. Less than 7% go out to work in skilled trades, domestic service or the professions.

TABLE VIII

Summary of Occupation Statistics of Parents of 317 Pupils, Grades 5-8

Occupation Class	Number in Each Occupation Class				Per cent Distribution			
	Fathers		Mothers		Fathers		Mothers	
	W.	C.	W.	C.	W.	C.	W.	C.
Professional	1	3	1	1	1	2	1	
Business	42	13	4		35	8	3	
Skilled Labor	67	29	5	20	57	18	4	11
Unskilled Labor	7	108		5	6	67		4
Domestic Service	1	8	2	48	1	5	2	27
Housekeeping			111	103			90	58
Totals	118	161	123	177	100	100	100	100

The total number of parents reported (579) falls short of the possible total by 55. These are either deceased or not living with the family. Of this number 25 or nearly half are colored fathers. This represents nearly one-seventh of the possible total of 186 colored fathers and indicates that one out of every seven colored pupils in this highly selected group is fatherless. In practically all such cases the mother of the family is forced to go out to work, leaving the children at home entirely to their own resources or in the care of an aunt or aged grandparent. This condition is much more prevalent among the families of children in the lower grades and of compulsory school age, for it is plain that such circumstances are conducive to early withdrawal from school.

The status of negro employment indicated above only serves to emphasize the generalization of Kelly Miller* that "The negro is compelled to loiter around the edges of industry." His employment is unskilled, irregular and does not provide sufficiently sound economic basis for satisfactory family support. The wife and children are forced to eke out the family fortunes, and the home life is completely destroyed. The negro immigrant to the city is unprepared for the exacting requirements of organized society and for the keen competition of more efficient workers. There are no facilities for training in efficiency, and the prejudice of the white industrial world acts as an effective barrier. However there are sufficient examples of enterprising negroes who have *worked* out their own salvation to point the way to others who would gain social and economic advancement.

An investigation of the after-school activities of upper grade pupils shows that as a rule girls are not engaged in gainful occupations though the daughters of working mothers are often charged with full care of the household. Fifty-five boys, or 20% of the total number of cases investigated (276), are regularly employed after school hours and on Saturdays, chiefly in selling papers, in errands and in work in stores. These boys work after school from one to as much as four or five hours every day and on Saturdays from two to eight hours or more. One half of the total number (27 boys) are under 14 years of age. If we eliminate the eight, twelve- and thirteen-year-old news-boys, the remaining 19 are working illegally. All these fifty-five boys are making sacrifices in their school work and 23% of them are showing distinctly unsatisfactory progress.

MORTALITY AND HEALTH

While the distribution of negro population with its excess of females and of young people twenty to thirty-five years of age tends to keep the death rate lower than would obtain under normal circumstances, the mortality rates for negroes are everywhere higher than for whites. Some reason for this condition is to be found in inadequate and unsanitary housing, in the sudden change of climate and general living conditions incident

* Race Adjustment, Ch. VI, The City Negro.

to immigration to a northern city, in the lack of proper regard for personal hygiene, wisely selected food and clothing, and in the superstitious fear of hospitals. Negroes as a whole are woefully ignorant and disrespectful of laws of health. Vitality and efficiency are accordingly lowered, attendance at work and at school becomes irregular, and habits of shiftlessness receive firmer set. Combine with this the distrust of physicians and the belief in 'home remedies', and one important cause of general inefficiency is revealed.

The school physician reports many minor defects among pupils and suggests treatment, but not more than one-fourth of such cases are treated, even with the most energetic, untiring prodding and assistance on the part of the school nurse. Many such uncorrected defects are direct causes of unsuccessful school work, as are similar defects in older persons direct causes of their inefficiency. Not until the negro has been trained in the exercise of proper health habits can we expect to note any great increase in efficiency or decrease in death rate.

HOME LIFE

The rapid influx of negroes to the city, their congestion in more or less definitely limited sections, unsanitary housing, low wages, high rents, lodgers, working mothers, and children left to care for themselves—all these influences tend to disrupt the recent and only partially organized family life of the negro. In homes of the better class there is a refined and pleasant family life, children are well cared for and everything possible done for their happiness and proper development. Even here there is a tendency to let the communal church and society life trespass upon the home, and over-indulgence in moving pictures is all too common. In families broken by the absence of a father, by the necessity for the mother to go out to work, by the presence of lodgers and by the inadequacy of housing facilities, there is no true home life. The members of such families mingle in the larger social life of the street with its baneful influences. It is folly to expect children under such conditions to have the incentive, the repose or the seclusion necessary to adequate preparation of school work. They live in the streets late into the night and some indeed frequently spend the whole night there. Morbidly exciting movies combine their potent

influence with that of the street to turn thoughts toward immorality and crime.

It is unfortunate that there is the necessity for mothers to go out to work and to keep lodgers, but it is still more unfortunate that in many cases this condition tends to persist long after the necessity has passed. Many families are in positions to live comfortably in a modest way without the economic assistance of lodgers or working mothers but they have become habituated to the old form of living and do not change when financial conditions improve. Thus many children are unnecessarily deprived of a true home life and its influences. "The mass of the negro people must be taught to guard the home, to make it the center of social life and moral guardianship."*

As has been indicated, the social life of the negro is too much outside the home. It lacks organization and definiteness of purpose, conditions which can be supplied only by a long, slow process of growth through social education and group training. These should have their inception and be permanently focused in the public school and community center. In radiating out to the entire community, the influence of the school would form closer bonds of common interest between parent and child, and progress toward better conditions would then be possible not only for the child in school but for the whole community.

RACIAL TRAITS

Much has been written on the racial traits of the negro and much of this writing, even when purporting to be scientific, has been deeply tinged with the element of personal bias or has been based upon insufficient and inadequate data. In a brief treatment of the topic it is difficult to abstain from the trite generalizations which at first blush seem so satisfying. The negro is represented to have no virtue, truth, honor or integrity. He is indolent, extravagant, improvident, imitative, superstitious, emotional, impulsive, inactive, superficial, pleasure-loving, appropriative, gregarious† and so on to the exhaustion of the adjectival vocabulary. All of these characteristics are present in some classes of negroes and many of them are typical of certain groups, but it is beside the truth and entirely unjust

* DuBois, W. E. B. *The Philadelphia Negro*, pp. 195-6.

† Odum, Howard W. *Social and Mental Traits of the Negro*, p. 39.

as well as unscientific to apply such terms generally to the whole race. It must be remembered always that human beings are human first and races afterward. There is more of humanity than of race in each of us. Sweeping generalizations on a basis of race are bound to carry injustice and fan the flames of prejudice to such an extent that superior achievements go unrecognized and hence oftentimes die for lack of proper encouragement and sanction. Considering the background of negro civilization, his treatment during slavery, and the obstacles placed in his way after freedom, the progress of the race has been remarkable. If it seems to lag, it is because it is compared with a white civilization which has been developing gradually for many centuries in an environment better suited to its peculiar needs.

MENTAL TRAITS

With all the diversity of the conclusions of such prominent students of the subject as Boas, LeBon, Hall, Galton, Thorndike, Woodworth,[†] there is substantial agreement on the proposition that the negro is inferior to the white in the higher mental processes. This, however, cannot be attributed to smaller average brain weight because of great overlapping and because the dominant factor is brain structure rather than weight. Knowledge of the structure of the cortical neurons has not progressed to the point of affording a basis for sound generalization. In his study of the Psychology of the Negro, after an analysis of the work of more than twenty students of psychology, sociology, anthropology and neurology, Dr. G. O. Ferguson, Jr., presents the following conclusions:

"Instability of character is ascribed to the negro, involving a lack of foresight, an improvidence, a lack of persistence, small power of serious initiative, a tendency to be content with immediate satisfactions, deficient ambition. But the evidence that such characteristics constitute a true racial difference cannot be called conclusive, and the psychological causes underlying them have not been adequately investigated. Along with high emotionality and instability of character, defective morality is held to be a negro characteristic. This is as subject to debate as are the other qualities, though it is apparently supported by social statistics. It may be that the total circumstances of

[†] See Bibliography, p. 00.

his life are such as would lead to immorality even were the negro possessed of the psychic nature of the white man.

"The evidence of experience and observation is often wholly unscientific and worthless, but not always so. Strong and changing emotions, an improvident character and a tendency to immoral conduct are not unallied. They are all rooted in uncontrolled impulse. And a factor which may tend to produce all three is a deficient development of the more purely intellectual capacities. Where the implications of ideas are not apprehended, where thought is not lively and fertile, where meanings and consequences are not grasped, the need for the control of impulse will not be felt. And the demonstrable deficiency of the negro in intellectual traits may involve the dynamic deficiencies which common opinion claims to exist.

"The available evidence indicates that in the so-called lower traits there is no great difference between the negro and the white. In motor capacity there is probably no appreciable racial difference. In sense capacity, in perceptive and discriminative ability, there is likewise a practical equality. It is in the central elaborative powers upon which thought more directly depends that differences exist, not in the simpler receptive and discharging functions. It seems as though the white type has attained a level of higher development, based upon the common elementary capacities, which the negro has not reached to the same degree."*

There is, however, much weight of authority to the opinion that relative racial superiority is but a transient phase of human development. "It is hard to say that in any evident feature of mind the negro differs characteristically from the white race."† In his *Social Evolution*, Benjamin Kidd asserts that "the Negro child shows no inferiority; the deficiencies of after-life are due to a dwarfing and benumbing environment."† To such authorities capacity is potential and must be stimulated and reenforced by social accomplishment before it can show great achievement. In view of the lack of convincing proof to the contrary, it is with this attitude that a democracy should undertake the solution of the many problems presented by racial development and contacts.

THE WHITE POPULATION

In the whole of the above discussion only occasional mention has been made of the white population. This apparent neglect

* G. O. Ferguson, Jr. *The Psychology of the Negro*, pp. 124-5.

† Shaler, N. F., and Kidd, B., quoted in Kelly Miller's *Race Adjustment*, p. 36.

has been due not alone to the fact that the white population contributes less than one-fourth of the pupilage of the school (Table I) but also to the fact that, being composed largely of Irish and Jewish stock, the white population is representative of average middle-class whites. Special treatment, except in certain cases, has therefore been regarded as unnecessary.

LEGAL, FINANCIAL AND ADMINISTRATIVE CONDITIONS

The legal and financial conditions surrounding the school are identical with those of the entire school system of the city. The Constitution of the State of Pennsylvania makes it incumbent upon the legislature to provide public schools. The legislature through its enactments has made provision for a Board of Education in the city and has given it large powers of initiative. This Board of Education in its administration of the city school system has exercised its initiative in the establishment of many special forms of education in order that an approach may be made in the various sections of the city toward the adjustment of the school to the peculiar needs of the community. Financial limitations, handed down from the Legislature in the form of meagre state appropriations and restrictions on school millage and borrowing power, enable the Board only partially to meet its obligation in the way of complete adjustment to progressively changing needs. The power of tradition, the feeling of satisfaction and even of reverence, on the part of unthinking members of the community, for the schools as they were "in our day," the limitations of antiquated school plants and equipment—all tend to obstruct the ways of progress toward an immediacy of response to changing social needs. The chief limiting condition and the one which tends to set standards in the others is financial. Since this condition is substantially uniform throughout the city system of which the school in question is a unit, it may be advisable to consider briefly the financial conditions surrounding the entire school system.

COMPARATIVE SCHOOL COSTS

A comparison of expenditures for public schools in the ten largest cities of the United States (Table IX) shows that while Philadelphia is third in population it ranks next to last, both in per

capita expenditure for school purposes and in the per cent of expenditures for schools as compared with amounts spent for other municipal departmental service.

TABLE IX

*Governmental Cost Payments for Expenses of Schools (Total and per capita), and per cent of Expense of General Departmental Service Devoted to Schools in the Ten Largest Cities of the United States, 1918.**

No.	Cities	Total	Per Capita	% of Total Dept. Expense Devoted to Schools
1	New York	\$42,154,138	\$7.35	28.6
2	Chicago	15,870,152	6.23	28.0
3	Philadelphia	8,328,295	4.80	22.2
4	St. Louis	4,657,017	6.03	28.6
5	Boston	6,226,167	8.10	25.6
6	Cleveland	4,512,966	6.52	33.0
7	Detroit	4,568,651	7.26	28.3
8	Baltimore	2,417,398	4.07	22.0
9	Pittsburgh	4,409,139	7.52	29.6
10	Los Angeles	5,945,976	10.81	42.7
		Average	6.87	28.9

* Financial Statistics of Cities, 1918, p. 209 et seq.

The average per capita expenditure for schools in the ten largest cities is shown to be \$6.87, which is 42.9% higher than the per capita expenditure in Philadelphia (\$4.80). The relative importance of schools compared with other city departments as indicated by proportionate amounts spent for schools and for other purposes averages 28.9% in the ten cities as against 22.2% in Philadelphia. On both counts, then, of gross per capita expenditure for schools, and on proportionate expenditure for schools as compared with that of other departments, Philadelphia should seek additional sources of revenue for its public schools.

Still further indication of the need for Philadelphia to secure more adequate school funds is seen in the amounts spent per pupil enrolled in the public schools of the ten largest cities. In Table X, school costs are separated into maintenance costs and outlays. Per pupil costs are based on current expenses and do not include outlays for land, buildings and relatively permanent equipment. It will be noted that again Philadelphia stands ninth in the list of ten cities in regard to the cost per pupil in its public schools. Philadelphia's annual per pupil

expenditure of \$33.55 falls short \$10.01 or 22.9% of the average per pupil expenditure in the ten largest cities (\$43.56). To equal this average, Philadelphia would have to increase its expenditure for current expenses 29.8%. If this were done the yearly investment in public education would still be well below that of Cleveland, Pittsburgh, Boston and New York. It may be concluded, therefore, that ample justification exists for an increase of at least 35% in the annual per pupil expenditure for public education in Philadelphia.

Where peculiar need exists within a particular social group, where it is advisable to afford opportunities for school work of more varied character, and where it is desirable to provide special types of training, it becomes necessary to expend rela-

TABLE X

*Showing the Number of Pupils in the Ten Largest Cities in the United States and the Total Cost of the Public Schools, 1917-1918.**

No.	Cities	Population 1910	Enrollment of Pupils	Mainten- ance cost † of public schools	Outlays, land, ‡ buildings, etc.	Mainten- ance cost per pupil
1	New York	4,766,883	909,445	\$42,459,854	\$2,094,980	\$46.69
2	Chicago	2,185,283	368,225	16,910,460	3,693,916	45.92
3	Philadelphia	1,549,008	262,691	8,814,344	1,244,587	33.55
4	St. Louis	687,029	105,614	4,732,738	992,996	44.81
5	Boston	686,092	132,848	6,347,428	1,058,928	47.78
6	Cleveland	566,476	112,319	5,878,473	1,425,651	52.34
7	Baltimore	558,485	81,631	2,297,092	11,491	28.14
8	Pittsburgh	533,905	89,830	4,547,628	651,441	50.62
9	Detroit	465,766	117,812	4,560,983	2,056,632	38.71
10	Buffalo	423,715	68,631	3,228,231	256,865	47.04
Average						43.56

tively larger sums of money per pupil enrolled. Such inequalities in cost per pupil already exist within any large school system which provides special training for defectives, vocational training for a selected group, manual training and household arts for certain grades, and it is necessary that such inequalities do exist if the work of the schools is to be determined by and adjusted to the peculiar needs of variant groups of pupils and of variant community conditions. In the particular unit school under consideration here, it is desirable that many kinds of

*Statistics furnished by Bureau of Education, Washington, D. C.

†Total Current Expenses.

‡Not included in preceding columns.

so-called special activity be introduced, that work of a practical nature relating to all phases of social and economic life be emphasized and that constructive community activity be definitely stimulated. It seems entirely proper therefore, to urge that the increase in per pupil expenditure in the school in question should be at least 50% over present costs. That this claim is not extravagant may be seen in the fact that with such an increase, the per pupil cost in this school would still only equal that now obtaining in the schools either of Cleveland or Pittsburgh.

It is important to note in connection with recommendations for substantial increases in expenditure, that 91% of the receipts of school funds in the city of Philadelphia is derived from local taxation, and only 6% from State appropriations.* Pennsylvania's position among the other states is thirty-seventh in respect to the proportion of money contributed to local school funds. In the State Government lies a source of additional revenue to the local school district that should bear immediate assistance. An equalization of assessments on real estate and a moderate increase in the rate of taxation for schools would also add materially to the local funds.

PHYSICAL CONDITIONS—THE ARTHUR BUILDING

Turning now to the physical conditions which surround the Stanton-Arthur School, we find a plant consisting of two buildings situated some four blocks apart. The Chester A. Arthur building erected in 1886 is a three-story structure containing twelve regular classrooms, two special classrooms and one kindergarten room accommodating two half-time classes. As has been indicated, there are no facilities for play, inside or outside the building. In a recent reorganization of this school, negro teachers were assigned to the building, and only negro pupils attend the school.

THE STANTON BUILDING

The Edwin M. Stanton building, erected in 1850, is a three-story structure, six rooms on a floor with no provision for halls or wardrobes. Rooms are separated by glass partitions, and it is necessary for pupils to pass through adjoining classrooms

*Phila. Bd. of Ed. Report 1918, p. 214.

to reach their own. This building, as will be seen, is entirely inadequate to meet the needs of the pupils, much less of the community.

In a large system of schools the necessary uniformity of legal, financial and administrative conditions tends to bring about a common level of adjustment to general community needs to the partial exclusion of the finer, more immediate responses to the peculiar requirements of a given locality. The prescription of a fixed course of study tends to emphasize uniform educational requirements. Even with increasing latitude afforded by way of varying interpretation and stress of emphasis, there is a tendency on the part of teachers and principals to adhere rather closely to prescribed courses often to the neglect of desirable adjustments to distinctly local needs and conditions.

SUMMARY

1. The school as an institution of society must maintain an immediacy of response to social needs.

2. The immediate community served by the Stanton-Arthur School contains a large proportion of negroes.

3. The population of the 30th ward, in which the school is located, was 34% negro in 1910 and approximately 50% negro in 1919.

4. Industrial expansion has caused a large recent immigration of negroes to the section and an exodus of whites.

5. The negro population of Philadelphia is increasing at more than twice the rate of the white population.

6. The school census enumeration of children six to sixteen years of age shows the number of negro children to be increasing proportionately three times as rapidly as the number of white children.

7. The notable excess of females in the negro population presents difficult social and moral problems.

8. The negro population is characterized by a large proportion of young people (20-44 years) and correspondingly a small proportion of children.

9. The marital condition of the negro population shows a large proportion of single men, widows and separated. This condition has important moral significance.

10. Illiteracy among negroes in the city is not exceptionally high but the degree of education is uniformly low.

11. The negro population is unstable. More than one-half of the negroes of Philadelphia are in no way a product of the city.

12. Much of the housing of Philadelphia negroes is unsanitary and congested.

13. The lodger evil is acute, disturbing the privacy and morality of the family.

14. A higher proportion of negroes than whites is gainfully employed. Disrupted home life is indicated by employment outside the home of 58.3% of negro females.

15. Negro employments are, in the main, confined to laboring, and domestic and personal service.

16. Of the negro fathers of Stanton school children, 67% are unskilled; of white fathers only 7% are unskilled.

17. Many negro mothers of Stanton school children go out to work, leaving the children to care for themselves.

18. Of every five boys in Grades 5-8, one is employed after school and on Saturdays.

19. Disregard for the laws of hygiene causes much illness and inefficiency.

20. Social and economic conditions tend to disrupt negro family life.

21. Social life of the negro is too much outside the home.

22. Studies of the psychology of the negro point to a somewhat lower average mentality, less subject to the inhibitions of higher mental powers.

23. The white population of the section under consideration is mainly of Irish and Jewish extraction.

24. Philadelphia ranks ninth among the ten largest cities of the United States in:

(1) Per capita expenditure for schools.

(2) Proportion spent for schools as compared with other municipal departments.

(3) Per pupil expenditure.

25. Increase in expenditure necessary:

(1) To approximate expenditures in other cities.

(2) To provide efficient training.

(3) To meet individual and community needs.

26. The school plant consists of two buildings,—the Stanton building is entirely inadequate and unsafe; the Arthur building provides only the barest necessities for classroom instruction.

27. Uniform legal, financial and administrative conditions, while permitting some latitude, tend to obstruct complete adjustment to peculiarly local needs.

CHAPTER III

SCHOOL PUPILAGE

The Stanton-Arthur School comprises thirty-four elementary divisions or classes and has an average pupilage of 1450. As the name indicates, the school is housed in two buildings which originally accommodated distinct organizations. Since these buildings are located four blocks apart it would appear that pupils would be drawn from a larger radius because of the separation. This is not the case, however, because the Arthur building has always been a primary school and the Stanton has contained only grammar grades. More recently, after the combination of the two schools and the great influx of negro population to the district it was found advisable to employ negro teachers in the Arthur building, which already had a pupilage 85% negro. This made necessary the provision of primary grades in the Stanton building so that at present there are accommodations for negro pupils in grades 1 to 5 in the Arthur building and for both races in all elementary grades in the Stanton building.

SCHOOL ORGANIZATION

For the entire school organization the number of classes in each grade and the average number belonging and in attendance during June, 1919, are given in Table XI.

Grade	No. of Classes	Average Enrollment			Average Attendance		
		Male	Female	Total	Male	Female	Total
8.....	3	46	68	114	37	61	98
7.....	4	72	106	178	58	84	142
6.....	4	76	97	173	63	79	142
5.....	5	90	104	194	70	81	151
4.....	3	71	77	148	61	66	127
3.....	3	65	76	141	53	64	117
2.....	4	86	91	177	68	76	144
1.....	4	102	122	224	77	89	166
Kindergarten.....	2	25	39	64	15	28	43
Orthogenic Backward.....	1	10	8	18	8	7	15
Orthogenic Adjustment.....	1	9	10	19	6	8	14
Total.....	34	652	798	1450	516	643	1159*

* Average attendance for the year exceeds 1200.

It will be noted here that enrollment and attendance in the grammar grades are unnaturally high. This is due to the fact that pupils are admitted from neighboring schools into Grades 5 and 7. Since all the pupils admitted from other schools into the 5th Grade are colored and practically all those so admitted to the 7th Grade are white, the proportion of colored pupils in Grades 5 and 6 is exceptionally high, running as high as 85% in Grade 6. The large withdrawal of colored pupils in Grades 6 and 7 and the admission of new white pupils in Grade 7 cause the proportion of colored pupils to be reduced to 55% in the upper grades. As was seen in Table I, the proportion of colored pupils in the entire school organization is 78.1%. Since the recent reorganization, colored pupils make up 100% of the Arthur School pupilage and 59% of the Stanton.

ANALYSIS OF SCHOOL CENSUS

An indication of the extent to which the Stanton-Arthur School meets the educational needs of its immediate community may be found in a study of the returns of the school census made in June, 1919, by the Department of Compulsory Education. The census enumerates all children between the ages of 6 and 16 years and gives data as to school attendance and employment. The enumeration is made by census blocks each comprising two city residence blocks. The data for each of twenty-four of these census blocks in the immediate vicinity of the school were summarized and tabulated in squares corresponding to the geographical location of the block. It will be seen then that Table XII is at once a map of the school district and a residence plot of the pupils of the Stanton-Arthur School. Besides this it furnishes information as to racial proportions by blocks as well as the number of children who attend the public schools located either in or out of the district. There is also indicated the number of pupils attending parochial and private schools, those not enrolled and those employed.

It will be noted that the vertical and horizontal lines in the table represent streets as indicated, and that the tabulation within each block represents the status of the children of school age resident within the block. The census blocks are numbered for identification with the same numbers used by the School Census Bureau. Taking census block No. 67 for ex-

TABLE XII
Residence Plot Indicating (by Race) Pupils Six to Sixteen Years of Age Enrolled in Various Schools, Not Enrolled and Employed

	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	Totals						
Stanton.....	10	58	68	9	21	30	9	40	49	41	27	68	14	15	29	11	39	50	94	200	294	
Other Pub.....	2	9	11	5	11	16	6	2	8	16	6	22	25	6	31	30	24	54	84	58	142	
Parochial.....	13	2	15	62	0	62	29	4	33	49	0	37	45	0	45	11	1	12	197	7	204	
Private.....	67	0	67	2	2	4	56	0	56	2	0	2	47	1	2	40	0	2	2	5	3	8
Not. Emp.....	2	5	7	3	2	5	8	6	14	6	2	8	5	2	7	9	9	7	33	23	59	
Emp.....	1	0	1	1	0	1	4	0	4	2	2	4	2	0	2	3	0	3	13	2	15	
Total.....	28	74	102	82	34	116	58	52	110	102	37	139	92	26	118	64	73	137	426	296	722	

A

	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	Totals						
Stanton.....	11	96	107	12	41	53	6	55	61	7	72	79	20	38	58	26	44	70	82	346	428	
Other Pub.....	1	38	39	9	15	24	4	8	12	1	11	12	3	7	10	10	28	38	28	107	135	
Parochial.....	8	1	9	31	0	31	14	0	14	4	1	5	1	1	2	1	2	3	59	3	62	
Private.....	66	0	66	1	2	3	1	1	2	1	0	1	46	1	1	1	0	0	1	1	4	5
Not. Emp.....	1	5	6	3	2	5	3	5	8	0	4	4	1	0	1	1	3	4	9	23	34	
Emp.....	0	3	3	0	0	0	2	0	2	1	3	4	0	0	0	0	0	0	3	6	9	
Total.....	21	145	166	56	58	114	29	69	98	13	91	104	25	52	77	38	76	114	182	491	673	

B

	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	Totals					
Stanton.....	4	61	65	8	32	40	5	40	45	2	13	15	2	20	22	17	13	30	38	179	217
Other Pub.....	1	39	40	3	15	18	7	22	25	0	20	20	0	1	1	4	33	37	12	206	218
Parochial.....	0	0	0	1	3	4	7	0	7	3	0	3	0	0	0	4	0	4	15	4	19
Private.....	65	0	65	2	3	5	54	1	51	0	0	45	0	0	42	0	0	0	3	3	6
Not. Emp.....	0	8	8	2	2	4	0	4	4	1	6	7	0	12	12	3	0	3	6	32	38
Emp.....	0	4	4	0	0	0	0	0	0	0	0	0	0	5	5	0	0	0	0	9	9
Total.....	5	112	117	16	55	71	16	66	82	6	39	45	3	115	118	28	46	74	74	433	507

C

	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	Totals					
Stanton.....	0	0	0	7	17	24	2	5	7	1	27	28	0	20	20	2	5	7	12	74	86
Other Pub.....	0	0	0	16	21	37	13	5	9	10	52	62	16	76	92	39	27	66	85	181	266
Parochial.....	64	0	64	36	0	36	53	2	53	11	4	15	25	9	34	11	12	23	96	14	110
Private.....	0	0	0	4	3	7	2	1	3	1	5	6	2	5	7	0	0	0	5	0	5
Not. Emp.....	0	0	0	4	3	7	2	1	3	1	5	6	2	5	7	11	5	16	20	19	39
Emp.....	0	0	0	0	2	2	0	0	0	0	0	0	0	1	1	0	0	0	0	3	3
Total.....	0	0	0	66	43	109	23	11	34	23	88	111	43	111	154	63	38	101	218	291	509

D

	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	Totals					
Stanton.....	25	215	240	38	111	149	22	140	162	51	139	190	36	93	129	56	101	157	226	799	1025
Other Pub.....	4	86	90	33	62	95	17	37	54	27	89	116	45	166	211	37	3	30	209	552	761
Parochial.....	21	3	24	130	3	133	63	4	67	55	5	60	71	10	81	27	3	30	367	28	395
Private.....	0	2	2	11	3	14	1	6	7	0	0	0	3	0	3	0	2	2	14	10	24
Not. Emp.....	3	18	21	12	2	21	13	16	29	8	17	25	8	27	35	24	15	39	68	102	170
Emp.....	1	7	8	1	2	3	6	0	6	3	5	8	2	2	8	3	0	3	16	20	36
Total.....	54	331	385	220	190	410	126	198	324	144	255	399	163	304	467	193	233	426	900	1511	2411

E

	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	Totals					
Stanton.....	25	215	240	38	111	149	22	140	162	51	139	190	36	93	129	56	101	157	226	799	1025
Other Pub.....	4	86	90	33	62	95	17	37	54	27	89	116	45	166	211	37	3	30	209	552	761
Parochial.....	21	3	24	130	3	133	63	4	67	55	5	60	71	10	81	27	3	30	367	28	395
Private.....	0	2	2	11	3	14	1	6	7	0	0	0	3	0	3	0	2	2	14	10	24
Not. Emp.....	3	18	21	12	2	21	13	16	29	8	17	25	8	27	35	24	15	39	68	102	170
Emp.....	1	7	8	1	2	3	6	0	6	3	5	8	2	2	8	3	0	3	16	20	36
Total.....	54	331	385	220	190	410	126	198	324	144	255	399	163	304	467	193	233	426	900	1511	2411

S = Location of Stanton Building.
A = Location of Arthur Building.

ample, we may read that in the section from 20th to 22nd Sts. and Carpenter St. to Washington Ave. there are 102 children between the ages of 6 and 16. Seventy-four of these are colored. Of the twenty-eight white children, 10 attend the Stanton School, 2 attend other public schools, 13 go to parochial schools, 2 are not enrolled and one is employed. It will be noted that more of these white children attend parochial school than public, a condition which is also found to exist in blocks 60, 56, 47, 61, 55, 51, 63, 53, 44. This is a total of ten blocks or nearly half of the 23 blocks for which we have data. Looking to the total for the entire section we find that 226 white pupils attend the Stanton School, 367 attend parochial schools. Causes for this condition are to be found in the religious persuasion of the white population of Irish parentage; in the proximity of parochial schools, two of which are located in blocks 56 and 60 respectively; in the fact that these parochial schools serve white pupils only; and in the fact that the Stanton-Arthur School has so high a proportion of colored pupils.

Of the 209 white pupils who attend other public schools approximately one-fourth are High School pupils; the others go long distances to elementary schools having predominantly white pupilage.

Returning now to block 67 we find that of the total of 74 colored pupils, 58 attend the Stanton-Arthur and only 9 attend other public schools. A larger proportion of colored children attends the Stanton-Arthur than other schools in 15 blocks, Nos. 67, 60, 56, 49, 47, 40, 66, 61, 55, 50, 46, 41, 65, 62, 54. In the remaining blocks to the lower right of the plot there is a primary school located in block 44 and a complete elementary school one square north of block 43. Both of these schools are for colored children only. In the grand totals we find that even with the presence in the section of these two schools for colored pupils the ratio of children in other public schools to children in the Stanton-Arthur School is lower for colored pupils (552 to 799 or 69%) than for white pupils (209 to 226 or 93%). If this calculation were based on the total number of pupils attending any school other than the Stanton-Arthur we would have the following:

TABLE XIII

Proportionate Enrollment (by Race) in Stanton-Arthur and Other Schools in Section Studied

	White	Negro	Total
1. Stanton-Arthur School.....	226	799	1025
2. All other schools.....	590	590	1180

It will be seen therefore that for every 2 white pupils who attend the Stanton-Arthur School, 5 attend other schools, while, with the presence of other colored schools in and near the section, only three-fourths as many negro pupils go to all other schools as to the Stanton-Arthur. This situation is still further emphasized on comparison of the per cents of total pupilage in the section that attend the Stanton-Arthur School.

TABLE XIV

School Census and Stanton-Arthur Enrollment (by Race)

	White	Negro
Total number of children 6-16 in section.....	900	1511
Number attending Stanton-Arthur School.....	226	799
Per cent attending Stanton-Arthur School.....	25.1	53

Table XIV shows that 25.1% of white and 53.1% of colored children in the section attend the Stanton-Arthur School. Here may be seen an indication that the school, while purporting to meet the needs of the entire community, is in reality largely limited in its service to that portion of the community which is colored. Though supported by public taxation for the perpetuation of democracy, the school fails to reach a large majority of the white pupils of the district. Presumably the school is prepared to meet the needs of this portion of the population; practically it is not doing so. In such a situation it would seem advisable to effect radical readjustments in order that the public school may come into its own.

This study of twenty-four census blocks in the vicinity of the school shows that but 70% of the school's enrollment is drawn from its immediate neighborhood.

TABLE XV

Stanton-Arthur Enrollment Residing in Section Studied

	White	Negro	Total
Total Stanton-Arthur enrollment.....	318	1132	1450
Enrollment from 24 blocks.....	226	799	1025
Per cent enrollment from 24 blocks.....	71.0	70.6	70.7

The 92 white pupils who attend the school from without the section studied are in large measure pupils of grades 7 and 8

who live west of 22nd Street and are forced to travel great distances to the school on account of the lack of school facilities in their neighborhood. Many of these pupils attend the school unwillingly because of its distance from their homes as well as because of the large proportion of colored pupils. A study of the complete residence plot shows that most of the 333 colored pupils who come from without this section, reside in the localities north and south of the eastern end of the census section studied. These sections are served by schools with entirely negro pupilage and teaching forces. Some negro parents object to this condition, desiring their children to be taught by white teachers and to associate with white pupils. Accordingly these children each day pass the other schools to attend the Stanton. On the other hand there are a few colored pupils who come great distances because the schools in their neighborhoods are of predominantly white pupilage and these colored children feel more comfortable in association with children of their own race. It is seen then that white pupils from outside the district attend the school because of inadequate facilities in their own section, while colored pupils come great distances to a school which more fully meets their needs as they sense them.

PUPIL TURN-OVER

Some idea of the instability of the population of the section under consideration was afforded in the study of social conditions in the previous chapter. This situation is reflected in the constantly changing pupilage of the school. In Table XVI is presented a summary of admissions and dismissals by months for the school year 1918-19.

Beginning with an original enrollment in September, 1918, of 1387 pupils, it will be seen from the totals that 749 pupils were admitted during the year for the causes noted. During the same period 652 pupils were dismissed. The total of admissions and dismissals during the year aggregates 1401, a number larger than the original pupilage. Changes in enrollment in the first and last months of each semester consist largely of promotions, transfers and original admissions to school, all of which may be considered natural, not affecting in any way the normal progress of school work. If we combine all admissions and dismissals for the months of September, January, February and

June, we get 528 admissions and 351 dismissals, a total of 879. Subtracting this sum from the aggregate change in enrollment (1401) we get 522 admissions and dismissals occurring during the term. This sum is 37.6% of the original enrollment of 1387 and indicates a shifting of pupilage far too extensive to permit of effective work. Indeed, if we consider only the admissions in these middle months of the term, there is a total of 221. Approximately one-sixth of the enrollment at any given time, then, is made up of pupils who have entered the school during the progress of class work. Some of these are

TABLE XVI
Changes in Enrollment—Stanton-Arthur School—Sept., 1918–June, 1919

Months of Term	Admissions					Dismissals			
	By Promotion	By Transfer	By Re-Admission	For Other Reasons	Total	By Promotion	By Transfer	For Other Causes	Total
Sept., 1918		69		212			54	61	
Oct.		11	4	28			8	24	
Nov.		12	1	21			24	45	
Dec.		12	2	22			16	46	
Jan., 1919	61	20	7	10		43	7	60	
Feb.		23	11	34			34	45	
Mar.		17	12	21			10	55	
Apr.		11	3	20			8	22	
May		8	6	10			15	31	
June	77	1		3		33		11	
Totals	138	184	46	381	749	76	176	400	652

transferred from other schools, some are readmissions of pupils who have previously left the city school system, but more than half (122) are new enrollments constituted largely of colored children newly arrived from the South. All mid-term admissions require individual adjustments in order to make satisfactory progress, but the pupil from the South always presents evidences of a lack of educational opportunity. He is over age and under grade to an extreme and demands very special treatment. It is impossible to do him justice in a regular class.

Of the large number of pupils who left the school during the year (652), seventy-six were promoted to other schools, 176 were transferred to other Philadelphia schools and 400 entirely severed

connection with the system. Each one of these 400 cases was investigated by the Compulsory Attendance Officer to ascertain the cause of leaving school. It will be noted in Table XVII where these cases are distributed by causes that 204, or more than half the dismissals were caused by removal from the city, and 110, or more than one-third, were pupils not yet 8 years of age or who were over 16 years.

ATTENDANCE

Social conditions, previously described, very naturally lead to irregularity in attendance at school. While the attendance at the Stanton-Arthur School is only four points below the percentage for the city as a whole (86.8%) it is so as the result of constant watchfulness and an inordinate amount of effort on the part of teachers on the one hand and of compulsory attendance officers on the other. In Table XVII are summarized the results of investigations by attendance officers showing that of the 510 cases of lawful absence, 214 were due to illness of the child and 72 to illness in the family. There were 513 cases of illegal absence and it is significant that 62% of these cases (317) were due to the indifference of parents. More than one-fourth of the cases were caused by truancy. These 138 cases of truancy by no means represent the total truancy for the year. Cases are not reported until there have been six unexcused absences and oftentimes even when a child has this number, he is not reported. If the absences have been widely scattered, if the child returns to school after the report has been sent in or if there are many more urgent cases, the report is likely to be held over till some future time. Of the 513 cases of unlawful absence investigated it will be noted that 174 preliminary notices or warnings of prosecution were served and that 55 parents were actually prosecuted because of their indifference or neglect in the matter of the attendance of their children at school. These measures are final resorts and are in most cases preceded by interviews with the principal of the school, the attendance officer and the attendance supervisor. Further evidence of indifference may be noted in the high percentage of tardiness on the part of children. Much of this late attendance at school is due entirely to the indifference of parents and is often acknowledged by them without the least concern.

ABSENCE AND NON-PROMOTION

Some indication of the effects of irregular attendance may be seen in the relation of absence to non-promotion. The investigation covers the period from February 1 to May 31, 1919, during which time the school was in session 152 times.

TABLE XVIII
Absence of Non-Promoted Pupils
February 1 to May 31—152 Sessions

Grade	Sessions Absent							Total
	0-9	10-19	20-29	30-39	40-49	50-59	60+	
8	18	11	2	2	2		1	36
7	10	8	7	6	2	3	2	38
6	14	8	8	3	1	4	5	43
5	9	9	7	3		3	5	36
4	8	11	5	4	1	2	2	33
3	10	5	3	3	4	2	1	28
2	12	11	9	5	2	1	2	42
1	10	15	17	10	9	6	20	87
Total	91	78	58	36	21	21	38	343
Per cent.	26.5	22.8	16.9	10.5	6.1	6.1	11.1	100%

In Table XVIII are presented the frequencies of various degrees of absence for pupils who failed of promotion in June, 1919. It will be noted that failures are fairly evenly distributed through the grades except in Grade I where the number of failures is more than twice as many as in any other grade. This large number of failures in Grade I is the direct result of irregular attendance, 71% of the 87 failures in this grade having been absent 20 sessions or more. Of the thirty-eight cases of excessive absence (60 sessions or more) twenty, or more than half, are contributed by this grade alone. 169 of the total 343 pupils were absent less than 20 sessions and 174 more than 20 sessions. Hence over one-half of the pupils who failed of promotion had been absent more than 20 of the 152 sessions and nearly one-fourth of them were absent 40 sessions or more. Absences of 20 sessions or less may be of little consequence to the successful pursuance of class work if the pupil concerned will diligently apply himself on his return to make up the work that was lost. However, where this is neglected, as is most often the case, and where large classes make it impossible for teachers to give the individual attention necessary for over-

coming difficulties incident to such absence, present instruction is deprived of its proper foundation. Very soon pupils find themselves beyond their depth, lessons become 'hard,' and, with the stimulus of success removed, the entire school activity of the pupil becomes an unprofitable, purposeless task which culminates in non-promotion.

AGE-GRADE STATISTICS

Probably the most fruitful study of pupil statistics is that which concerns age-grade and progress status. The most recent tabulation of age-grade statistics for the entire city system

TABLE XIX

*Distribution in the Grades by Ages of All Pupils in Actual Attendance October 3, 1917
Stanton-Arthur School*

Sex	Grade	Age in Years on September First																	Total	Above Normal Age		
																				S.-A. School		City %
																				Number	%	
Male	8										3	13	13	10	3			42	13	31.0	17.9	
	7								5	23	20	10	6	1				65	17	26.2	23.8	
	6							5	19	22	16	11	7	2				82	36	43.9	39.2	
	5					7	14	21	23	10	5	4						84	42	50.0	40.2	
	4				5	12	15	9	8	2	2	2						55	23	41.8	36.8	
	3			1	30	20	12	8	4	1	1							77	26	33.8	30.6	
	2		1	24	15	7	2	1	1									51	11	21.6	22.9	
	1	18	25	28	11	6	2	2										92	21	22.8	10.8	
	Total	18	26	53	61	52	50	65	84	62	42	29	6				548	189	34.5	27.7		
Female	8										3	10	25	14	4	2	1	59	21	35.6	18.3	
	7								6	30	28	18	17	4	1	1		105	41	39.0	24.1	
	6						1	6	18	34	21	19	13	4	1			117	58	49.6	35.8	
	5						9	22	16	21	17	11	3	1	1			101	54	53.5	36.4	
	4				5	20	12	9	4	4	7							61	24	39.3	32.3	
	3			5	17	26	13	8	2									71	23	32.4	26.7	
	2			21	22	16	4	1	1									65	22	33.8	19.0	
	1	11	44	28	3	3		1										90	7	7.8	9.3	
	Total	11	44	54	47	75	57	59	95	80	80	47	13	5	2		669	250	37.4	25.1		
	Grand Total																1217	439	36.1	26.4		

'Normal Age' for each grade is indicated by heavy type.

is that showing the distribution in the grades of all pupils in actual attendance on October 3, 1917. In order to make these figures a basis for comparison, the distribution for the Stanton-Arthur School on that date, together with the city totals, is given in Table XIX.

It will be noted that normal age for each grade covers a span of two years. The normal age for entering school is six years but the compulsory attendance law of the State does not become operative until a child reaches eight years of age. Hence, if the two-year span is considered normal for Grade I, it must be continued up through the grades. However, since six-year and even five and one-half year-old initial entrants are in the great majority, this two-year span conceals a large amount of slow progress through the grades. Notwithstanding this fact it will be seen that there are in every grade pupils who are from one to six years over-age. These over-age pupils constitute 34.5% of the boys and 37.4% of the girls. Four hundred

TABLE XX
Per Cents of Over-Ageness by Race in School and City

Male	Grade	Stanton-Arthur School			City Totals
		Negro	White	School Totals	
	8	50.0	16.7	31.0	17.9
	7	39.3	16.2	26.2	23.8
	6	53.8	26.7	43.9	39.2
	5	58.5	21.1	50.0	40.2
	4	45.0	33.3	41.8	36.8
	3	44.2	12.0	33.8	30.6
	2	25.0	13.3	21.6	22.9
	1	24.4	14.3	22.8	10.8
	Total	42.0	19.0	34.5	27.7
Female	8	45.7	20.8	35.6	18.3
	7	50.0	18.9	39.0	24.1
	6	57.2	23.1	49.6	35.8
	5	57.5	28.6	53.5	36.4
	4	46.7	18.8	39.3	32.3
	3	36.2	15.4	32.4	26.7
	2	35.7	22.2	33.8	19.0
	1	9.1		7.8	9.3
	Total	42.7	19.1	37.4	25.1
	Grand Total	42.4	19.0	36.1	26.4

thirty-nine or 36.1% of the total of 1217 pupils are above normal age. This per cent of over-ageness is seen to be higher than that for the entire city, figures for which are given in the column to the extreme right of the table. The city system shows 26.4% over-ageness; the Stanton-Arthur School shows 36.1%. If the city progress is taken as a standard attain-

ment, then the school under consideration is falling short of that attainment to a degree that requires explanation. This explanation may be found, in part, in what has already been indicated of the character and social condition of the pupilage of the school. To show the effect of this condition, the figures of Table XIX have been redistributed on a basis of race.

Table XX shows the per cents of over-ageness among negro and white pupils, boys and girls separately. With these figures are represented the per cents for the city and for the school as a whole.

It will be seen here that the high per cent of over-ageness in the Stanton-Arthur School is caused entirely by the negro pupils who show 42% over-age for boys and 42.7% for girls as against 19% and 19.1% for white pupils. White pupilage is well in advance of the city over-ageness while the negro pupils show more than twice the amount of over-ageness as is shown by the whites. The negro children comprise 72.8% of the

TABLE XXI
Causes of Retardation of Pupils Three Years or More Over-age for Grade

Grade	Causes of Retardation				Totals		
	Backward- ness	Poor Health	Late Entrance	Irregular Attendance	Male	Female	Total
8	1		2			3	3
7	2	1	1	3	1	6	7
6	7	5	11	4	9	18	27
5	10	2	6	7	9	16	25
4	6	3	7	1	6	11	17
3	2		6		6	2	8
2			4	1	3	2	5
1		1	3		3	1	4
Total	28	12	40	16	37	59	96

school pupilage (886 of the total 1217) and contribute 85.7% of its over-ageness (376 of the total 439) while white children who comprise 27.2% of the pupilage contribute only 14.3% of the over-ageness.

Social and environmental conditions cause the negro to figure largely in elementary school over-ageness. Many colored pupils are admitted each year from the South, where educational opportunity has been lacking. Negro parents, in defiance of the law, permit or encourage irregular attendance at school. Both of these factors contribute to retardation and failure

and both remain unisolated in the statistics of over-ageness as presented above. Some idea of the importance of these factors in creating over-ageness may be gathered from Table XXI which distributes by causes the ninety-six cases of pupils three years or more over-age for grade.

This table is for both white and negro pupils but since it includes only six white pupils the proportions indicated will serve for colored pupils alone. The entire 40 cases of late entrance are negro children, as are 15 of the 16 cases of irregular attendance. These figures indicate that colored pupils not only swell the totals of over-ageness but have a monopoly of extreme over-ageness. Of the 376 cases of colored pupils over age, 90 were three or more years retarded. This constitutes 23.9% of the total.

AGE-GRADE AND PROGRESS STATISTICS

If the school is to hold itself responsible for the results indicated in its pupil accounting it must be careful to eliminate from such accounting all sources of failure over which it has no control. The school as such is not accountable for the late entrance of pupils nor for their lack of previous educational opportunity. Nor is the school responsible for long-continued absence. These factors then should not be permitted to figure in the results of an age-grade tabulation. The school, on the other hand, does hold itself responsible for the regular advancement of each pupil one grade each year. This condition then should enter into the school's pupil accounting in order that its standard operations and schedules may be adjusted from time to time to meet the varying conditions which affect the successful achievement of the aim.

In order, therefore, to include the element of progress, and to refine the statistics above presented, age progress charts were used the following year in the tabulation of age-grade and progress data. These figures were tabulated in the four-fold classification of male, female, colored and white. However, as no vital deduction can be based upon the male-female treatment it will be abandoned for facility in presentation.

Table XXII shows the distribution of pupils by age and grade on September 1, 1918. It will be noted that both age and grade are recorded in half years. Normal age for entering

TABLE XXII
Age-Grade-Status

Age September first	Grade																Totals		
	1A	1B	2A	2B	3A	3B	4A	4B	5A	5B	6A	6B	7A	7B	8A	8B	W	C	T
	W	C	W	C	W	C	W	C	W	C	W	C	W	C	W	C	No.	%	%
5 ½ years	7	32															7		39
6 years	7	21	2	4													9		25
6 ½ years	3	34	3	10													6		34
7 years	3	21	6	24	8	16	1	4									15		48
7 ½ years	3	9	1	13	3	1											11		61
8 years	1	8	10	3	16	1	9	5	9								10		50
8 ½ years		4	1	2	3	11	2	11	2	9							9		62
9 years	1				1	10	2	7	1	13							15		49
9 ½ years	1				1	10	2	7	1	13							8		34
10 years	1				1	10	2	7	1	13							16		56
10 ½ years					1	10	2	7	1	13							16		71
11 years	1				1	10	2	7	1	13							8		26
11 ½ years					1	10	2	7	1	13							16		65
12 years					1	10	2	7	1	13							18		81
12 ½ years					1	10	2	7	1	13							20		89
13 years					1	10	2	7	1	13							23		86
13 ½ years					1	10	2	7	1	13							14		54
14 years					1	10	2	7	1	13							14		54
14 ½ years					1	10	2	7	1	13							16		57
15 years					1	10	2	7	1	13							18		64
15 ½ years					1	10	2	7	1	13							18		43
16 years					1	10	2	7	1	13							15		28
16 ½ years					1	10	2	7	1	13							6		23
17 years					1	10	2	7	1	13							1		12
					1	10	2	7	1	13							1		5
					1	10	2	7	1	13							1		2
Total	W	C	13	65	83	46	59	11	13	16	12	12	12	12	12	12	310	24.8	1248
Under Age																			
Nor. Age	0	0	2	4	0	4	1	0	1	0	1	0	1	0	1	0	46	61.3	75
Over Age	17	87	934	830	712	718	516	413	4	7	9	618	4	816	1613	8	137	30.3	453
	4	46	227	849	534	341	826	1254	329	1252	556	640	1147	1834	1019	1326	127	17.6	720

1A grade is five and one-half years because pupils are permitted to enter when just past that age. In other sections, the normal age span for the half year's work is one year, *e. g.* from six and one-half to seven and one-half years in grade 1B. Pupils of normal age for grade are indicated by numbers in blocks; white pupils in heavy type. Totals in this Table show that in both sections of every grade, except in grades 2A and 4A, white pupils have a higher per cent. of under-ageness than do negro pupils. Of the total number of under-age pupils (75) 61.3% are white and 38.7% are colored. In normal-age totals, white pupils show larger per cents in every grade and in over-age totals in every case the negro pupils show higher per cents than

TABLE XXIII
Age-Grade Status of White and Colored Pupils in Per cents

Grade	Under Age		Normal Age		Over-Age		Total Number Pupils	
	W.	C.	W.	C.	W.	C.	W.	C.
1A	.0	.0	80.9	65.4	19.1	34.6	21	133
1B	15.4	6.2	69.2	52.3	15.4	41.5	13	65
2A	.0	4.8	50.0	36.1	50.0	59.0	16	83
2B	7.7	.0	53.8	26.1	38.5	73.9	13	46
3A	9.1	.0	63.6	30.5	27.3	69.5	11	59
3B	.0	.0	38.5	38.1	61.5	61.9	13	42
4A	.0	1.5	25.0	19.1	75.0	79.4	16	68
4B	41.7	.0	33.3	19.4	25.0	80.6	12	36
5A	4.5	3.9	40.9	28.6	54.5	67.5	22	77
5B	20.0	4.4	46.7	13.2	33.3	82.3	15	68
6A	14.2	4.9	42.9	29.5	42.9	65.6	14	61
6B	25.0	5.2	20.0	13.8	55.0	81.0	20	58
7A	22.7	7.4	36.4	29.6	40.9	63.0	44	54
7B	11.5	3.6	50.0	28.4	38.5	67.9	26	28
8A	8.3	.0	37.5	31.6	54.2	68.4	24	38
8B	36.7	13.6	40.0	27.3	23.3	59.1	30	22
Totals	14.8	3.1	44.2	33.7	41.0	63.2	310	938

the white. Of the 720 pupils over-age, 82.4% are colored, though colored pupils comprise only 75.2% of the entire pupilage.

The relative status of negro and white pupils in each section regarding age and grade may be ascertained from Table XXIII.

Here it is seen in the per cents of totals that while 14.8% of white pupils are under age, only 3.1% of negro attain that distinction. White pupils show about the same per cent normal as over-age (44.2 and 41.0), while negro pupils show twice as much over-ageness as normal (33.7% and 63.2%).

Colored pupils are over-age with 50% greater frequency than whites. These generalizations are borne out with only slight variations in every grade.

TABLE XXIV
Pupils Under-Age, Normal Age and Over-Age by Half Years
COLORED PUPILS

Years		1A	1B	2A	2B	3A	3B	4A	4B	5A	5B	6A	6B	7A	7B	8A	8B	Totals	%	
Under Age	1 ½		4	4				1		2 1		3	3	3	1 3	1		3	6 23	.6 2.5
Normal Age		87	34	30	12	18	16	13	7	22	9	18	8	16	8	12	6	316	33.7	
Over-Age	½	21	13	16	11	13	2	15	1	15	8	6	3	10	4	4	5	147	15.7	
	1	9	10	11	7	10	12	6	10	7	8	6	10	3	3	4	4	120	12.8	
	1½	8	2	10	3	7	2	11	2	9	9	8	9	9	2	7	3	101	10.8	
	2	4		3		4	4	5	3	4	8	9	12	4	5	2	1	68	7.3	
	2½	1		4	5	1	1	6	1	10	6	6	7	2	3	4		57	6.1	
	3	1	1	1	4	5	2	4	11		5	3	4	1	2	3		47	5.0	
	3½	1		1	2		2	3		4	3	1	2	4				25	2.6	
	4	1	1		1		1	1		2	4	1						13	1.4	
	4½			1	1	1		1	1	1								11	1.2	
5			2				2										4	.4		
Total																		938	100.1	

WHITE PUPILS

Years	1A	1B	2A	2B	3A	3B	4A	4B	5A	5B	6A	6B	7A	7B	8A	8B	Totals	%
Under Age 1 ½		2		1	1			5	1	3	2	5	8	3	2	3	8	2.6
Normal Age	17	9	8	7	7	5	4	4	9	7	6	4	16	13	9	12	137	44.2
Over-Age	1 ½	3	1	3	2	1	2	4	1	5	2	2	9	3	4	2	43	13.9
	1	1	1	1	1	1	5	3	3	1	1	1	3	4	3	3	35	11.3
	1 ½						4	2	1	1	1	1	2	2	2	2	20	6.5
	2							1	1				1	2	2		7	2.3
	2 ½					1			2		1	2	3	1	1		11	3.6
	3				1						2				1		4	1.3
	3 ½			1					1		2						4	1.3
	4									1							1	.3
	4 ½					1				1							2	.6
Total																	310	100.0

Besides being more wide-spread among colored pupils, over-ageness is more acute in regard to the years of its extent. In Table XXIV have been distributed the data for under, normal and over-age by half years for each grade and section. Examination of these entries indicates that colored pupils contribute practically all of the extreme over-ageness. This is especially

noticeable in the lower grades where even though a pupil is three, four or five years over-age for grade, he is compelled to attend school. These extreme cases leave school at the earliest opportunity so that in the upper grades their number is reduced to a minimum. In spite of this fact the table shows 225 colored pupils to be two years or more over-age. These comprise 24% of all colored pupils. White pupils show twenty-nine such cases or 9.3% of total white enrollment. These pupils will at best be from 16 to 20 years of age at the completion of the elementary school course. It is accordingly a safe prediction that the large majority of them will drop out before that time. The significance of this over-ageness does not lie so much in the fact that these children will leave school early, but lies more particularly in the fact that while in school the instruction received will not be adapted to their peculiar interests, aptitudes and abilities. Presumably the course of study was made for that one-third of the pupils who are of normal age. But the same course must also serve for the one-fourth of the pupils who are two or more years in advance of that normal age. These over-age pupils are the 'problems' of the classroom—indifferent, blase, impervious to stimulation. They have put away 'childish things' and refuse to respond with children and as children do. Not only do they make no satisfactory progress themselves but they serve very effectively to impede the progress of others. Accordingly, if the aim of the school is to meet the needs of the individual, it is manifest that these over-age pupils must receive different treatment and the school that fails to afford opportunity for such different treatment is in so far ignoring its educational aim.

SCHOOL PROGRESS

The progress of pupils through the grades is shown by half years in Table XXV.

Since it is the aim of the school to have each child progress one section of a grade in each half year, only one half year is considered as normal time for completing a semester's work and pupils who have failed of promotion at any time during their school careers are considered retarded. This method of computing retardation is apt to make the figures run startlingly high, but it sets forth clearly the true state of affairs

TABLE XXV
Grade-Progress-Status

Years in School 9-1-18	Grade																												Totals									
	1A		1B		2A		2B		3A		3B		4A		4B		5A		5B		6A		6B		7A		7B		8A		8B		W	C	T			
	W	C	W	C	W	C	W	C	W	C	W	C	W	C	W	C	W	C	W	C	W	C	W	C	W	C	W	C	W	C	No.	%						
0 years	15	100																														15		100		115		
1 1/2 year	6	17	8	17																												13		34		47		
1 year	1	14	4	39	9	50	1	1																							15		104		119			
1 1/2 years					1	10	4	15																							5		30		35			
2 years						3	14	5	16	10	25																				18		62		80			
2 1/2 years						1	3	1	2	1	5	2	6				2														3		25		28			
3 years						1	3	1	2	3																					12		54		66			
3 1/2 years																															13		31		44			
4 years																															24		72		96			
4 1/2 years																															14		42		56			
5 years																															25		75		100			
5 1/2 years																															11		26		37			
6 years																															34		81		115			
6 1/2 years																															13		33		47			
7 years																															27		60		87			
7 1/2 years																															14		23		37			
8 years																															35		39		74			
8 1/2 years																															7		11		17			
9 years																															10		22		32			
9 1/2 years																															1		2		3			
10 years																															2		7		9			
10 1/2 years																															1		2		2			
11 years																															1		2		2			
Total	W	21	13	16	83	13	13	46	11	59	13	16	12	68	36	22	15	14	20	44	26	24	30	22	38	28	24	26	30	24	29	310	24.9	938	75.1	1248		
Acc. Prog. No.	C	133	65																																65			
Nor. Prog. No.		15	100	8	17	95	4	15	10	25	2	6	3	18	5	5	7	30	1	8	8	16	4	3	21	19	2	3	9	8	7	5	115	26.0	328	74.0	443	
Ret. Prog. No.		6	33	5	48	7	33	8	40	1	34	11	35	13	47	7	30	13	43	12	56	6	40	14	50	17	34	22	20	11	24	19	11	172	23.2	568	76.8	740

regarding each pupil. This is the prime desideratum. Table XXV shows that accelerated progress has been made by 65 pupils, 5.2% of the whole. The numbers are so few as to permit rather wide variation in per cents of accelerated progress in different grades, but totals in this Table and better in Table XXVI show that 7.4% of white pupils and 4.5% of colored were accelerated.

TABLE XXVI
Grade-Progress Status of White and Colored Pupils in Per cents

Grade	Accelerated		Normal		Retarded		Total Number Pupils	
	W.	C.	W.	C.	W.	C.	W.	C.
1A			71.4	75.2	28.6	24.8	21	133
1B			61.5	26.1	38.5	73.8	13	65
2A			56.2	60.2	43.7	39.8	16	83
2B	7.7	2.1	30.7	32.6	61.5	65.2	13	46
3A			90.9	42.4	9.1	57.6	11	59
3B		2.4	15.4	14.3	84.6	83.3	13	42
4A		4.4	18.8	26.4	81.2	69.1	16	68
4B		2.8	41.7	13.9	58.3	83.3	12	36
5A	9.1	5.2	31.8	38.9	59.1	55.8	22	77
5B	13.3	5.9	6.6	11.8	80.0	82.3	15	68
6A		8.2	57.1	26.2	42.9	65.6	14	61
6B	10.0	8.6	20.0	5.2	70.0	86.2	20	58
7A	13.6	1.8	47.7	35.2	38.6	62.9	44	54
7B	7.7	17.8	7.7	10.7	84.6	71.4	26	28
8A	16.7	15.8	37.5	21.0	45.8	63.1	24	38
8B	13.3	27.3	23.3	22.7	63.3	50.0	30	22
Totals	7.4	4.5	37.1	35.0	55.5	60.5	310	938

Normal progress is shown by 37.1% of white pupils and 35% of the colored. 55.5% of white pupils and 60.5% of colored pupils are retarded. These per cents of progress are not so diverse as were those of age, seeming to indicate that colored pupils are late entrants but progress only slightly slower than the whites. That this conclusion is unsound can be seen by inspection of the numbers of colored and white pupils enrolled in each grade. Where retardation is smallest, in Grade 1A, there are more than six times as many colored pupils as white. This large absolute number of colored pupils in Grade 1A has an important effect upon the total retardation per cent. Again, since the majority of colored pupils have been shown to be over-age, a slight degree of retardation tends to cause them to be eliminated. Note that Grade 8B shows a preponderance of white pupils. While, in the school as a whole, white

[illegible]

rates for colored pupils. In spite of these circumstances, however, the per cent of retardation is five points higher for colored than for white pupils.

A more thorough examination of the extent of retardation among individual pupils (see Table XXVII) shows that in the lesser degrees of retardation colored and white pupils maintain the same rates—44% of both classes of pupils are retarded one and one-half years or less. It is in the upper ranges of retardation that the entire difference is found. Colored pupils show 153 cases, or 16.3% of total colored enrollment, retarded two years or more. White pupils show 36 cases, or 11.6%. Thus we find that along with extreme over-ageness there is extreme retardation, both of which maladjustments encourage elimination.

A somewhat finer analysis of the age and progress statistics for Grades 5 to 8 inclusive shows again that colored pupils figure largely in the over-age and retarded groups while white pupils make a better showing in groups having normal or rapid progress at normal age.

The figures in Table XXVIII show the exact status of each grammar grade pupil regarding both age and school progress. In every one of the nine divisions of these tables the white pupils show better results than do the colored. For purposes of comparison the nine divisions have been telescoped into four as follows: over-age, slow progress; over-age, late entrance, lost time; at or below age, slow progress; at or below age, normal or rapid progress. These per cents are shown in Graph I.

TYPICAL CASES OF RETARDATION

A more intimate picture of conditions surrounding typical colored retardates is afforded by the reports of personal visits to their homes. The school is fortunate in having the services of a trained colored social worker with a broad social viewpoint and a sympathetic, understanding contact with the problems of her people. This home and school visitor acts as a social secretary to link the interests of home and school. She has done much to improve home conditions in order that a satisfactory basis for successful school work can be established. Her report on visits to the homes of a few of the over-age and backward pupils of the sixth grade follows:

TABLE XXVIII (a)
Age-Progress Status, Grades 5-8

WHITE BOYS															
		Under Age		Normal Age	Over Age										
Yrs.		—1	—½		½	1	1½	2	2½	3	3½	4	4½	Total	%
Accelerated	—1½		1							1				2	2.1
	—1			1										1	1.5
Progress	—½	4	5											9	9.4
Normal Prog.			6	13	3	1		1						24	25.2
Retarded Progress	½		4	11	4	1			2					22	23.1
	1		1	7	5		3	1	2					19	20.0
	1½			1	2	5								8	8.4
	2			1		1			1					3	3.1
	2½			1			2		2	1				6	6.3
	3								1					1	1.5
	3½														
	4														
4½															
5															
Total		4	17	35	14	8	5	2	8	2				95	
%		4.2	17.8	36.8	14.7	8.4	5.2	2.1	8.4	2.1					100

WHITE GIRLS														
Accel- —1½		1											1	1
erated —1				2									2	2
Progress—½	2	2	2					1					7	7
Normal Prog.	2	7	21	3	2								35	35
Retarded Progress	½	2	9	2	3		1			1			18	18
	1		6	4	1		1						14	14
	1½		3	1	2	2							8	8
	2			1	3	1				1			6	6
	2½			2	1		1	1					5	5
	3									1			1	1
	3½								1		1	1	3	3
	4													
4½														
Total	4	12	41	15	12	5	3	2	1	3	1	1	100	
%	4	12	41	15	12	5	3	2	1	3	1	1	100	

"The few cases which I have just visited are typical of retarded Negro children. The environmental condition for all is ignorance and poverty. In two cases feeble-mindedness is marked. Eight of the eleven children here visited are from the South, two having lived here little over one year.

TABLE XXVIII (b)
Age-Progress Status-Grades 5-8
COLORED BOYS

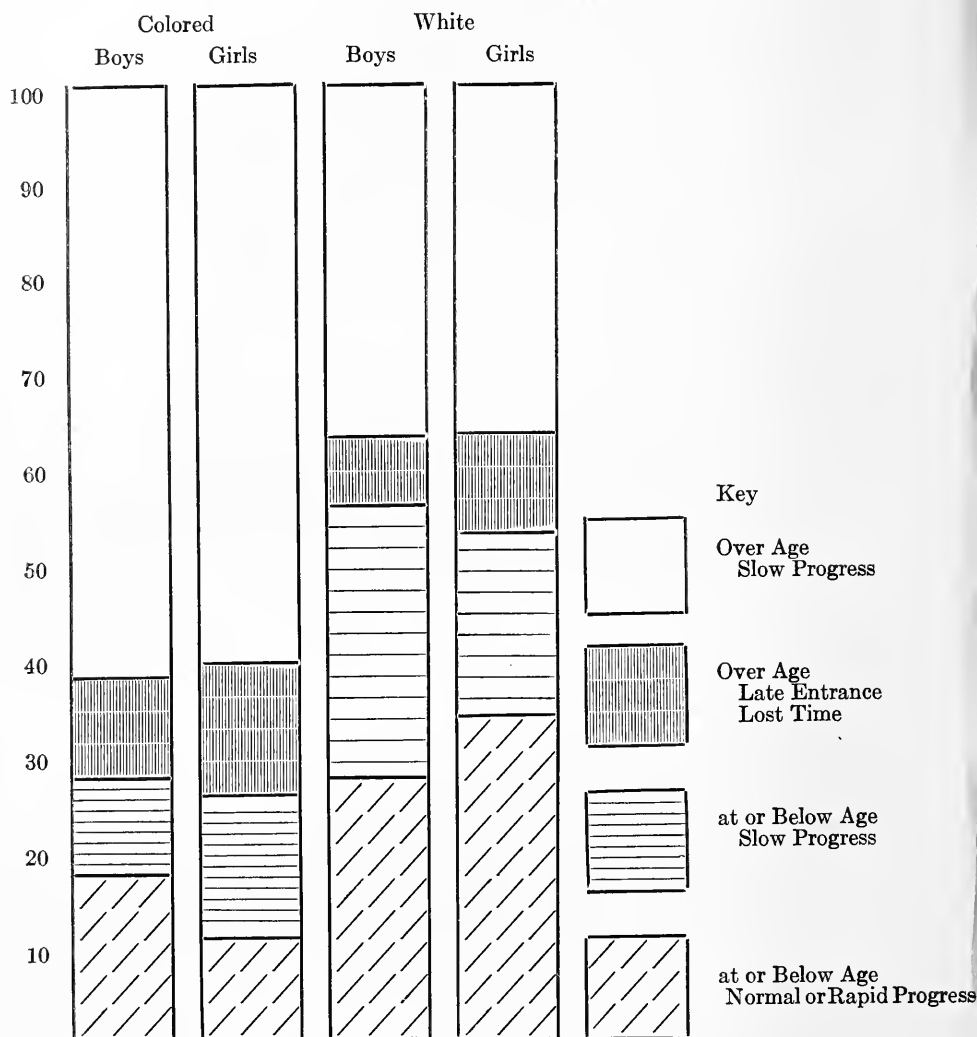
	Under Age		Normal Age	Over Age											
Yrs.	—1	—½		½	1	1½	2	2½	3	3½	4	4½	Total	%	
Accel- —1½	1		1				1						3	1.7	
erated —1															
Progress—½	2		4	1	1		4						12	7.1	
Normal Prog.		5	17	3	3	1	2	1		1	2		35	20.9	
Progress ½		1	12	3	6	4	2	1	1				30	17.9	
Retarded 1			5	6	5	2	2	2	1			1	24	14.3	
1½	1		1	6	2	8	1	2	1				22	13.1	
2						5	2	6	2				15	8.9	
2½						4	2	2	1			1	10	5.9	
3						1	2	4					7	4.1	
3½									2				2	1.1	
4										2	3		5	2.9	
4½											1		1	.5	
5											1		1	.5	
Total %	3 1.7	7 4.1	40 23.9	19 11.3	17 10.1	25 14.9	18 10.7	18 17.7	8 4.7	3 1.7	7 4.1	2 1.1	167	100	

COLORED GIRLS

Accel- —1½							1						1	.4	
erated —1			1										1	.4	
Progress—½	1		8	4	2		2	1		1			19	8.0	
Normal Prog.	2	6	25	11	7	2	1	1	1	1			57	24.0	
Progress ½		1	16	9	6	3	2	2	1	3			43	18.0	
Retarded 1			8	9	2	7	3	3		2			34	14.0	
1½			1	3	7	5	4	2					22	9.1	
2					4	9	7	4	1	1			26	11.0	
2½						3	6	3	1	1			14	5.8	
3								3	2		1		6	.5	
3½						2	1		3	1			7	3.0	
4								1	1	2			4	1.7	
4½										1		4	5	2.0	
Total %	3 1.2	7 2.9	59 24.6	36 15.0	28 11.7	31 12.9	27 11.3	20 8.3	10 4.1	13 5.4	1 0.4	4 1.6	239		100

"I have carried to these homes the school ideals, and have advocated a quiet hour around the table with the books before bed time, the open windows in the sleeping room, the importance of the proper school attitude. In every case I believe the visit was appreciated."

GRAPH I

Status of Pupils regarding Age and Progress (Grades 5 to 8)

1. Girl, age 14 yrs. 11 mos., repeated 1A, 2A, 4B, 6A, 6B—absent 30 sessions in four months.
Health good—operation for appendicitis in 1918.
Father dead, mother works away from home till 7 P. M. each day.
Home—Small four-room house, \$14.00 per month, in fair condition considering mother's continued absence at work. There is an excess of furniture: piano, china closet, pictures, bric-a-brac, etc. Mother illiterate—from Virginia—anxious for daughter to meet the requirements of the school. Says girl goes to the movies every night. Girl shows no interest in school work—requires vocational training and guidance.
School record poor.
2. Girl, age 17 yrs. 3 mos., repeated 1B, 3A, 4A, 4B, 6A, 6B.
Health poor—congestion of appendix, adenoids and tonsils removed, out of school three years—seems lifeless and without strength.
Home—Good physical condition, but untidy and dirty.
Mother—Illkempt, poor moral influence.
Girl lacks initiative—works well under direction—needs training in simple sewing or other mechanical work.
3. Boy, age 15 yrs. 1 mo., repeated 4A, 4B, 5B, 6A, 6B.
Health good. Had typhoid fever about 5 years ago.
A short time ago a wagon ran over him, striking his head; this has left him a little nervous.
The mother was out at the time of my visit. I had my conference with the grandmother.
There are three other families in this house. The atmosphere of the home is decidedly tame. Home badly kept. This family stands well in the community, but it is a home where the parental control is weak. They claim decided regard and appreciation for the school.
Boy has not learned to concentrate. Does not study regularly. When he does settle down to his books he is usually interrupted to do some work or to go on an errand. There is no effort made to systematize his study hour.
4. Boy, age 15 yrs., repeated 1A, 2A, 3B, 4A, 6A.
Health—This boy was delicate as a baby. Had paralysis when three months old. Did not grow very much.
Mother works from home nearly every day. The home is in decided disorder. One hesitates to go into it. The mother appears to be a good woman. She seemed very much disturbed about her boy's slow mental and physical growth; but she herself is of low grade mentally and does not appear to be very strong.
Boy does no work outside the home, goes to bed at 9:30 and is up at seven. Mother claims the windows are raised entire night in his sleeping room. Boy attempts each night to do home study. Mother claims he is not able to learn. The home attitude toward the school is favorable but weak.

The conditions here described are as the visitor has said, "typical of retarded Negro children." Better homes, delightful in every way and uplifting in their influence, do exist among Negroes but they are relatively few. The conditions under which the majority of children live, while not so acute as those described here, are generally so unsatisfactory as to make it seem desirable for the school to find means of bolstering up the family life. In order to perform its own proper function with success, it is important that the school secure advantageous conditions in the home. Where these do not already exist, it becomes the duty of the school actively to engage in the improvement of such conditions.

PUPILS OF INCOMPLETE RECORD

Before leaving the study of age and progress it must be noted that beside the 1238 pupils in the study there were 109 whose records for progress were incomplete and could not be included.

TABLE XXIX
Age-Grade Status of Pupils of Incomplete Record

Age in Years	Grade																Totals		
	1		2		3		4		5		6		7		8		B	G	T
	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G			
7																			
7½			1*														1		1
8																			
8½	1				1												1	1	2
9	1	2	1	1		1*			1										
9½						2											3	6	9
10	1			3	2	1													
10½	1	2	1		1				1								6	7	13
11		1	3	1	1		1		1	2									
11½	1			1					1	2							8	7	15
12					1		2			1		1							
12½			1				2		2		1	1					10	5	15
13				1			1		1	1		1	1*		1				
13½									1	2	2				1*		5	8	13
14					1	1				4			1		2				
14½									1	1	3	1					6	9	15
15								2			2	1	2		4	1			
15½												2	1		1		8	11	19
16													1		1*				
16½															1		1	3	4
17												1			1				
17½																	2		2
18																			
18½															1		1		1
Total																	51	58	109

* Starred entries represent white pupils.

Table XXIX shows the distribution of these 109 pupils with regard to race and age. It will be noted that only five are white children. White pupils as a rule have grown up in this or neighboring schools and their progress records have been kept without difficulty. The 104 colored children are largely admissions from the South without record of previous schooling. It will be noted in the Table that but one of these 109 pupils is under age, 5 are normal and 104 over age, 17 of them, one year, and 87 of them, two years up to four or five years. The pupils are largely two, three and four years over-age for grade, are poorly classified and cannot be expected to progress regularly or with much profit to themselves in a course planned for normal-age pupils.

Attempts to meet the peculiar needs of such pupils have been made through the establishment of an adjustment class where the very worst cases of maladjustment have been separated and given individual treatment with a view to adjusting them to the Philadelphia course of study and finally classifying them effectively. However, conditions have made it impossible to organize more than one such class so that none of these 109 pupils could profit by the special treatment because it was monopolized by more acute cases. Thus, these poorly adjusted children, to the extent of 8% of the total pupilage of the school, were retained in regular classes. The obstruction of an already burdensome problem of over-age and retardation is thereby greatly increased and both normal and maladjusted pupils suffer in consequence.

SUBNORMAL PUPILS

Another class of pupils not included in any of the above enumerations is the group of mental defectives. Only those children who are so abnormal as to be institutional cases can find a place in the one so-called orthogenic-backward class maintained in the school. The pupils in this class are made the subjects of careful examination, and special effort is made to improve their condition in every way possible. The following notes on individual pupils were made by a representative of the Department of Psychology, University of Pennsylvania. They will serve to indicate the characteristics and possibilities of certain mentally defective pupils.

1. Age—14 yrs. I. Q.—36.
Diagnosis: L. G. I. (Barr). Failed completely on the cylinders and design blocks and her performance with the Form Board was only fair.
Recommended: Institutional care. Shows sex consciousness.
Note: Decided Mongolian appearance to this girl. In conduct she is apathetic and dull, and entirely lacks any lively interest or enthusiasm for anything.
2. Age—11 yrs., 11 mos. I. Q.—60.
Diagnosis: H. G. I. (Barr). Failed on the Binet tests which do not require any degree of schooling. Performance with Form Board good; performance with Design Blocks poor. Satisfied with failures. Physically beyond age in height and weight. Mentally nearly five years retarded.
Recommended: Reason for eye examination. If naturally inclined to cook, should specialize. If possible, should have training to enable her to read recipes.
3. Age—10 yrs. 7 mos. I. Q.—47.
Diagnosis: Not higher than L. G. I. Form Board, very poor; Cylinders and Design Blocks, a complete failure. Educational ability is completely lacking. In contrast to these, however, her memory span for digits is high. She repeats both series of 6 under the Binet 10-year tests.
Recommended: Industrial training, although mechanical ability is so very poor that even this may not be possible. Probably institutional care is the only other alternative.
4. Age—10 yrs. 4 mos. I. Q.—58.
Diagnosis: M. G. I. (Barr). Succeeds well with Form Board; practically fails with Cylinders and Design Blocks. School subjects are a complete failure. Change in physical appearance from one day to the next, unnaturally heightened color at times, and poor result of physical examination might suggest tuberculosis.
Recommended: Thorough physical examination. After improvement in health, should be given industrial training. No further attempt should be made to teach her regular school subjects.

Here again is a class of pupils who need very special treatment. Such treatment further emphasizes the necessity of careful investigation and study of the exact physical, mental and moral status of each individual. Only on a basis of this information can a working aim be established and only when both status and aim are clearly visioned can there be effective educative contact.

There is in but few cases any question of reestablishing these children in regular classes. They have shown that they lack capacity for growth along academic lines. This does not mean that they are totally wanting in capacity for future usefulness unless indeed they are forced blindly to the sad doom of unerring failure by being held persistently to tasks which are beyond their limited capacities. We cannot restore lost processes but we can discover what these children are able to do with their limited intelligence, and then train them to do those things well.

Thus there have been removed from the regular classes of the school a group of eighteen mentally defective children and another group of eighteen retarded, over-age, and generally maladjusted children. These, as has been shown, are only the most acute cases and all of them are Negro pupils. There remain in regular classes many other pupils, white and colored, who ought properly to be placed in classes similar to one or the other of these groups.

The 109 cases of incomplete record, 104 of whom are colored and practically all of whom are notably over-age require persistent emphasis on minimum essentials and continued, practical application. Opportunity for rapid advancement should be afforded these pupils in order that they may be restored to regular classes and retained in school until something approaching an optimum amount of educative experience has been acquired. So also with a large number of the many pupils who have been shown to be extremely retarded and over-age for grade. To avoid the necessity of properly classifying these pupils is to clog the regular processes of instruction for both normal and dull pupils, and to permit the most fundamental aspect of the educational aim—meeting the needs of the individual—to be set aside.

PROMOTIONS

At once a cause and a result of the excessive retardation and over-age indicated above is to be found in the promotion rates of the school. These show that only three-fourths of the pupils enrolled *at the end of the term* have completed the work satisfactorily or show ability to take up profitably the work of the next higher grade. The promotion rate for the school in June,

1918, was 75.7% while that for the city as a whole was 84.1%. In 1919 the promotion rate for the school was 74.9%. To be sure, in this connection, somewhat of the traditional attitude still remains among teachers. Success is measured too much in amounts of information rather than in development of natural tastes, abilities, interests, and the power to solve the problems presented by practical life situations. This attitude on the part of the teachers is due to rigid interpretation of all too static and formal courses of study. Fortunately, recent radical changes have enriched and vitalized these courses and have done much to place emphasis on the individual child and his relation to the affairs of every-day life. When the new spirit has had time to permeate the work of the school it may confidently be expected, that both pupils and teachers will 'live' in school. When school activities are shot through with wholesome, practical, purposeful endeavor, there is no doubt that more than three-fourths of the pupils will respond.

ADJUSTMENT TO NEEDS

However, while these theoretical considerations of general application have peculiar force in the situation under discussion, we must not lose sight of the great burden of over-age and retardation which clogs the machinery of every classroom. Instruction addressed to and activities planned for normal children do not appeal to these older and retarded pupils. A large proportion of them are colored pupils who are well advanced toward physiological maturity. These have acquired new interests which do not harmonize with the routine work of their younger and unsophisticated school-mates. Many of them work after school, an activity which often heightens their indifference to apparently impractical and formal school work whose relation to life is at best vague. These children are passing through one of the most crucial stages in their lives—a stage where sympathetic, intelligent, educational guidance is of paramount importance. But the sort of instruction and training they need is out of place for the normal child of their school grade and because it is so these unfortunates lose interest in school work, become irregular in attendance, unreliable in preparation of assignments and generally uncoöperative. More than ever do they give themselves up to the lure of the

movie, the street and the corner gang. The estrangement becomes complete, and rare patience and ingenuity are required of the teacher to avoid open conflict. Finally, when the bar is removed, these children leave school for work—potent reminders of the failure of the school to serve.

In an attempt to meet more adequately this acute situation in the school, more minute classification within grades is effected wherever practicable. Pupils who show marked ability are promoted incidentally during the progress of the term's work. However, this element of flexibility is limited in its application to pupils who have evidenced superior achievement and who show capacity for advanced work. Considering the fact that such promotion entails precipitate introduction into the work of a higher grade already in course of progress, it is remarkable that pupils thus promoted gain so high a degree of success in the new work. This condition makes it necessary to limit incidental promotion to the exceptional pupil. During the past term only 2% of the pupils in regular classes have been advanced in this manner. This proportion could be materially increased if it were possible in rapid advancement classes to afford instruction in the minimum essentials of the half-year's work to be gained.

Another attempt to effect a closer classification of pupils and to permit rates of progress suited to their abilities was made by means of a reclassification of parallel divisions of certain grades. This was done in the middle of the semester on a basis of class standing and physiological age and maturity. One class was then permitted to make rapid progress while the other reviewed fundamentals, took its educational bearings and then proceeded at a pace comfortable for most of its pupils. At the end of the term pupils of this class were promoted, regardless of not having completed a full term's work, if they showed industry, application and a fair degree of power. Many pupils of the advanced class will secure incidental promotion to the next higher grade because of the advanced work they have been able to do. This scheme lends an element of flexibility to grading and in so far is good, but it fails at the point of greatest need. Backward, extremely over-age and retarded pupils need special treatment that can be made to continue longer than one semester. They require rooms specially equipped for their purpose but most of all they must have

teachers with sympathetic, broadly social outlook—teachers who can be free to study individual cases and provide appropriate training.

SUMMARY

1. The Stanton-Arthur School is housed in two buildings of 16 and 18 divisions respectively. The Stanton building accommodates white and colored pupils (59% colored) in Grades 1 to 8. The Arthur building accommodates colored pupils in Grades 1-5.

2. Pupils are admitted by promotion from other schools into Grades 5 and 7. Hence the proportion of higher grade pupils is greater than would obtain in a normal distribution.

3. (a) Residence and census tabulation for the school community includes 70% of Stanton-Arthur pupilage.

(b) The section includes two parochial schools for white children and a public primary school for colored pupils.

(c) A larger proportion of colored than of white children in the district is enrolled in the Stanton-Arthur School.

(d) White pupils from outside this section come to the school because of the lack of upper grade accommodations in their neighborhoods. Colored pupils come to the Stanton-Arthur School from great distances to avoid colored teachers or schools where their color will tend to make them conspicuous.

4. Pupil turn-over in the school is excessive because of shifting of population, immigration and early withdrawal.

5. Negro pupils from the South cannot be properly classified in regular grades.

6. Average attendance for the school is four points lower than that for the city as a whole. In the cases of absence investigated, illness, indifferent parents and truancy are the chief causes.

7. One hundred seventy-four formal warnings of prosecution and fifty-five actual prosecutions of indifferent parents besides many interviews with the Attendance Supervisor and Principal were necessary to enforce the Compulsory Attendance Law.

8. Continued absence of pupils is one of the chief causes of failure in school work.

9. Over-age pupils in the Stanton-Arthur School constitute 36.1% of the total as against an average of 26.4% over-age in the city as a whole.

10. Over-age for grade is 42% for colored pupils of the school and 19% for white pupils.

11. Extreme over-ageness is confined largely to colored pupils and is caused by late entrance and irregular attendance.

12. In age-grade statistics by half-years, colored pupils show lower per cents under age and normal age and higher per cents over-age.

13. Colored pupils over-age are nearly twice the number of normal age. Fewer white pupils are over-age than normal.

14. Of colored pupils 24% are two years or more over-age; of white pupils 9.3%.

15. Pupils showing accelerated progress constitute 7.4% of white and 4.5% of colored pupils. 55.5% of white and 60.5% of colored pupils are retarded.

16. The relatively good showing of colored pupils is caused largely by the selection of elimination.

17. The difference of 5% in retardation per cents is confined to the upper ranges—over-age two years or more—colored pupils 16.3%, white pupils 11.6%.

18. The environmental conditions surrounding retarded pupils are in nearly all cases poor and unstimulating.

19. One hundred nine pupils not included in the age-progress tabulation because of incomplete records show extreme retardation.

20. Beside these 109 pupils, the most pronounced cases of maladjustment have been placed in a special group for individual instruction.

21. The most acute cases of sub-normality and mental deficiency are segregated in an Orthogenic Backward class. Many of these cases should receive institutional care.

22. At once a cause and result of excessive over-ageness and retardation is seen in the school's promotion rates which average 75%.

23. The tendency to rigid administration of a uniform course of study with large groups of pupils tends to perpetrate this condition.

24. Reforms are desirable in the way of flexible grading, varying time schedules and rates of progress, adaptation of work to capacity and physiological maturity.

CHAPTER IV

STANDARD ATTAINMENTS

One measure of the success with which a school is approximating the fullest achievement of its educational aim may be read in the attainments of its pupils. Relative rather than absolute attainment should be the criterion. Without having first definitely determined the kind, quality and amount of work to be done by each pupil and each homogeneous group of pupils, indeed without having first insured at least relative homogeneity in the grouping of pupils with regard to particular capacities, it is misleading to compare attainments either with standards which have been set up, or with central tendencies registered by groups working under different conditions. From the foregoing study of external and internal standard conditions surrounding the Stanton-Arthur school, it is plain that classifications, operations, schedules, and rate of work are not sufficiently differentiated to bring about for each individual the maximum approximation of achievement to capacity. These conditions tend at once to obstruct completely satisfactory achievement and to emphasize and widen variations. However, in spite of these difficulties, the best general measure of pupil attainment is found in the use of standardized test material.

COURTIS TESTS IN ARITHMETIC

The achievements of pupils in the fundamentals of arithmetic are indicated in the results of the Curtis Standard Tests in Arithmetic, Series B. The complete returns for the school for both rate and accuracy in each operation are given in Table XXX.

The group containing the median performance is printed in bold type. In rate of work the medians show a fairly regular progression from grade four to grade eight though there is a wide spread of achievements in every grade and consequently much overlapping. It will be noted, for example, in eighth grade addition that one pupil attempted only two examples while two pupils attempted as many as eighteen.

In accuracy the same improvement from grade to grade is not noticeable, but this is due partly to the fact that each interval in the table represents a span of ten points on a per cent scale. In addition to this it must be remembered that per cents of accuracy are calculated upon an increasing number of attempts as the grades advance. However, with the exception of 90% accuracy, which can be attained only by those pupils who attempt ten or more examples, every degree of accuracy is represented in every grade in each operation. In every grade, then, for both rate and accuracy, the tables show a wide range of attainment. This condition is important in any consideration of medians or central tendencies.

TABLE XXXI

*Median Scores—Courtis Standard Tests—Arithmetic Series B
Stanton-Arthur School March and June Scores and Courtis Gen. Medians*

Grade		Addition		Subtraction		Multiplication		Division	
		Rate	% Accuracy	Rate	% Accuracy	Rate	% Accuracy	Rate	% Accuracy
IV	March Scores	4.6	65	5.4	65	4.6	64	3.0	42
	June Scores	6.6	68	6.6	79	5.6	73	3.7	57
	Courtis Gen.	7.4	64	7.4	80	6.2	67	4.6	57
V	March Scores	4.4	73	5.9	80	5.3	73	4.2	67
	June Scores	7.6	70	6.9	84	6.8	70	4.7	70
	Courtis Gen.	8.6	70	9.0	83	7.5	75	6.1	77
VI	March Scores	6.4	71	7.7	78	7.5	78	5.3	81
	June Scores	8.5	76	8.4	86	7.8	82	6.7	88
	Courtis Gen.	9.8	73	10.3	85	9.1	78	8.2	87
VII	March Scores	7.6	70	8.9	83	8.5	80	6.4	83
	June Scores	9.8	76	10.7	88	10.0	79	7.9	90
	Courtis Gen.	10.9	75	11.6	86	10.2	80	9.6	90
VIII	March Scores	8.1	73	9.9	86	9.7	81	7.5	87
	June Scores	10.4	75	11.2	89	11.5	87	10.2	97
	Courtis Gen.	11.6	76	12.9	87	11.5	81	10.7	91

The scores presented in Table XXX represent the achievements of pupils in March and hence are not exactly comparable with the Courtis General Medians which are calculated from June scores.

Another form of the same test was therefore administered in June. In Table XXXI are shown the median scores for both March and June, together with the Courtis general medians.

Comparison of these March and June median scores shows that marked progress was made in the three months period intervening. This progress was greatest and most general in rate of work. The number of examples attempted increased in every operation in all grades. An advance in accuracy is shown in every case except fifth grade addition and fifth and seventh grade multiplication. These June scores represent the achievements of pupils not only at the close of the term's work but at the completion of a three months period of special drill on the fundamental operations. To what degree the achievements here represented indicate permanent ability it is difficult to say, but it is at least safe to assert that these June scores were made under favorable circumstances and that they probably are higher than would be obtained under average conditions.

Notwithstanding these unusually propitious conditions, it will be seen on examination of the table that in rate of work the school medians average one or more examples lower than the Courtis general medians. In accuracy a somewhat better showing is made, the medians for the school exceeding those of Courtis in eleven of the twenty cases. It must be remembered, however, that accuracy for the school is calculated on a base of fewer examples attempted than is the case for the Courtis medians.

At the same time that the tests were given originally in the Stanton School in March, they were also administered under identical conditions in six other Philadelphia public schools. Four of these schools are so located as to draw pupilage from representative white communities and two schools are made up entirely of negro pupils. Results of the tests in the seven schools show marked divergence. Three of the lowest school medians (fifth grade addition and multiplication and eighth grade subtraction) are contributed by the Stanton School and the school is consistently below the median for the group of schools tested. That the reason for these low scores lies in the character of the pupilage of the school is indicated by the fact that, of the twenty lowest medians, sixteen are contributed by the three schools whose pupils are entirely or predominantly negro. These schools contribute only two of the highest school medians. In the June test, the negro schools furnished eighteen

of the twenty lowest medians and only two of the highest. This situation indicates that the results in the Stanton School were uniformly lower than in the four white schools and generally higher than in the two schools serving entirely negro pupilage.

In order to confirm the above generalization as to the relative performance of white and negro pupils, an analysis was made of the June results attained by pupils of the Stanton School. The scores for white and negro pupils were tabulated separately

TABLE XXXII
Courtis Standard Tests in Arithmetic—Series B
Median Scores of White and Negro Pupils—Grades 6-8

Grade	Number of Pupils	Addition		Subtraction		Multiplication		Division	
		Rate	% Accuracy	Rate	% Accuracy	Rate	% Accuracy	Rate	% Accuracy
VI	37 White	8.6	78.0	8.8	86.7	9.2	81.8	7.5	100.0
	114 Negro	8.3	75.5	8.2	86.6	7.5	82.3	6.0	86.4
	Difference	.3	2.5	.6	.1	1.7	— .5	1.5	13.6
VII	49 White	10.4	78.5	10.5	93.6	10.0	84.5	8.7	97.5
	77 Negro	9.6	72.5	10.8	85.5	10.1	76.9	7.8	87.6
	Difference	.8	6.0	— .3	8.1	— .1	7.6	.9	9.9
VIII	50 White	10.9	80.0	11.5	89.2	11.3	88.2	11.0	95.0
	46 Negro	10.1	70.0	11.0	88.0	11.7	87.1	9.5	93.3
	Difference	.8	10.0	.5	1.2	— .4	1.1	1.5	1.7

NOTE: — indicates negro pupils in advance of whites.

and the resulting medians are presented in Table XXXII. The numbers of white pupils in grades four and five were so small as to make comparison impossible. Hence only grades six, seven and eight appear in this study. It will be noted in the table that the median achievement of white pupils is in advance of that for negro pupils in twenty-four of the twenty-eight cases. Negro pupils show slightly higher accuracy in sixth grade multiplication and higher rate in seventh grade subtraction and multiplication, and in eighth grade multiplication. The consistent difference here indicated is remarkable in view of the facts that a conscious attempt is made to classify pupils uniformly within grades so far as standard conditions

permit, and that a finer selection of negro than of white pupils obtains in the upper grades. These results were obtained in June at the close of a period of intensive drill in which special attention was given to those pupils who had been doing notably poor work. In spite of the effort to obtain uniform classification within the limits prescribed, and to effect uniformity of attainment through special drill with the slower pupils, it is seen that negro pupils generally achieve somewhat lower results in fundamentals of arithmetic than do the whites.

TABLE XXXIII
Monroe Standardized Reasoning Tests in Arithmetic

Score Intervals	Test III Grade 8A				Test II Grade 7				Test II Grade 6				Test I Grade 5			
	Principle		Answers		Principle		Answers		Principle		Answers		Principle		Answers	
	W.	N.	W.	N.	W.	N.	W.	N.	W.	N.	W.	N.	W.	N.	W.	N.
29-30					1								3			
27-28					2								1	3		
25-26					1	1			1				3			
23-24	1				2				1				2	4		
21-22	2				8	3	1		1				2	9		2
19-20	1	1			7	6	2		1	2			1	8	1	1
17-18	1				10	11	4	2	2		1	2	1	3	3	1
15-16	3	3	1		7	12	4	3	2	4	2	2	5	4	1	4
13-14	5	4	3		13	13	6	11	2	6	1	3	3	10	1	9
11-12	8	7			9	12	17	6	7	15	2	4	1	12	3	11
9-10	2	7	2	1	6	13	15	17	8	15	8	16	1	7	3	13
7- 8	2	6	4	4	5	8	9	16	5	24	6	23	2	9	4	12
5- 6	1	5	11	9	5	4	12	15	2	25	6	24	1	3	3	15
3- 4	2	1	1	9	2	1	5	10	1	11	3	24	1	3	2	10
1- 2			6	10	1	2	3	5		4	2	8		7		10
				1			1	1				2		2		2
Totals	28	34	28	34	79	86	79	86	31	108	31	108	21	90	21	90
Medians	12	10	6	4	14	13	10	8	11	8	8	6	15	13	10	8
Standards	18.1		9.4		19.6		13.6		12.6		9.8		15.6		9.6	

REASONING TESTS IN ARITHMETIC

An attempt to measure reasoning ability in arithmetic was made through the use of the Monroe Standardized Reasoning Tests in Arithmetic.*

In so far as these tests measure reasoning ability, the results may be taken as a rough indication of relative efficiency in the exercise of the higher mental powers. Since it is in this general

* Monroe, W. S. Measuring the Results of Teaching, pp. 160 et seq.

field of activity that scientific investigation points to the greatest divergence of attainments on the parts of the white and the negro, the achievements of pupils in the Stanton-Arthur school are presented by races in Table XXXIII.

Only two grades took the same test. Hence the results are not exactly comparable between grades except in the case of grades six and seven, both of which took Test II. Examination of the score distributions shows a wide range of achievement for both white and negro pupils in all grades for both correct principle and answers. There is evidence here of improper and inefficient grading and classification of pupils and strong reason for the provision of such time schedules and despatching as will enable teachers to adjust the work to the needs and capacities of individuals or small homogeneous groups of pupils.

Disregarding this great variation of achievement, it will be noted from the median scores that, in general, the white pupils are everywhere in advance of the negro pupils. This superiority ranges from 14% to 37% in median scores for principle and from 25% to 50% in correct answers.

Compared with the standard scores determined by Dr. Monroe from the results of testing some 5000 children, the achievements of both classes of pupils here presented are low. However, some reason for the poor showing of the white pupils may be found in their classification into relatively large groups, comprised in the main of pupils whose powers of reflective thinking are such as to retard the forward movement of the entire class. The relative position of median scores indicates that in general white pupils show an achievement half-way between that of the negro pupils and the standard scores. This is true for both reasoning and calculation.

As has been indicated, one of the chief abilities measured by the "correct principle" scores is that of reading with understanding. The ability of the pupil to gather thought from the printed page is the first essential in the solution of arithmetical problems. It is not easy to isolate this quality, however, because of the added difficulty presented by the technical terms of the problem and the further necessity of using both the thoughts presented by the text and the technical terms as a basis for the complex process of reasoning. All three of these

elements must operate successfully in combination, in order that a proper solution ensue. The isolation of these elements is a prerequisite to the efficient application of remedial measures. These must be directed to the weaknesses displayed by individuals in one or another of the necessary elements.

SILENT READING TESTS

An effort to isolate one of these three qualities—ability to read with understanding—is made by the same author in his *Standardized Silent Reading Tests*.^{*} Something more than ordinary understanding of the printed page is required to secure correct answers and the comprehension score. The pupil must analyze situations presented, weigh alternatives and follow directions implicitly. All of these are elements in the comprehension of some sorts of texts but their inclusion here puts the tests on a distinctly higher plane than the type of understanding required for the ordinary appreciation of a description or narration. On the other hand, this type of test avoids the complication presented by requiring pupils to reproduce the essential points of the text and offers better conditions for uniform scoring of papers.

The results of the test in grades 4 to 8 of the Stanton-Arthur School together with the standard scores presented by Dr. Monroe are given in Table XXXIV. Median scores for the tests are lower in every grade than the standards, though white pupils approximate these standards more closely than do negro pupils. The greatest disparity in results is found in grades four and five where Test I was used. In both rate and comprehension scores, Stanton-Arthur pupils are far below the standards in these grades. In rate of reading, the scores of fourth grade white pupils are not quite half-way between the standards of grades three and four, while fourth grade negro pupils are far below even the third grade standard. In comprehension, fourth grade white pupils just equal the standard score for grade three, while negro pupils are slightly below the standard. The difficulty here indicated in silent reading for comprehension may be due largely to the use of a synthetic or word method of teaching reading in the lower grades. Too great emphasis is placed upon word calling to the exclusion of

^{*} Monroe, W. S. *Op. cit.*, pp. 22 et seq.

the proper development of the power of reading phrases and of getting thought from the printed page.

Some trace of this handicap may be seen also in the results shown by grade five. In rate of reading, white pupils have a median score half-way between the standards for grades four and five, so that they may be said to be retarded one-half year in their development. The median score of negro pupils is half-way between the standards of grades three and four, showing them to be one and one-half years retarded and a full year behind the achievement of the white pupils with whom they are classified. In comprehension white pupils are only slightly in advance of the fourth grade standard, while negro pupils are well below fourth grade standards and at least a half year behind their white classmates.

In grades six, seven and eight where Test II was given, the rate scores of white pupils approximate Monroe standards, while negro pupils lag behind to a degree amounting to a half-year or more of progress. In comprehension, negro pupils are three times as far below standard scores as are the white pupils. The eighth grade negro median is only slightly in advance of the sixth grade standard and is somewhat below the seventh grade median of white pupils of the school.

The generally lower grade of attainment of negro pupils in fundamentals and reasoning in arithmetic, and in rate and comprehension in reading seems to be significant of failure properly to classify pupils within grades. However, when it is considered that advanced age and 'terms of service' in a given grade are important considerations in determining the promotion of pupils, the paradox appears that these retarded individuals are in reality accelerated, while younger, normal-progress pupils are at least relatively retarded. An element of diversity is therefore introduced in the very attempt at uniformity of classification under such circumstances as the standard conditions prescribe. Older pupils, more mature physically and mentally, though pedagogically retarded, are grouped perforce with younger, brighter, but more immature individuals. This condition is bound to bring about diversity of attainment in school subjects.

TRABUE LANGUAGE SCALE

Some indication of the effects of this situation may be seen in the results of a test in the completion of mutilated sentences. The Trabue Completion Test Language Scale B was administered in the school with results as shown in Table XXXV.

TABLE XXXV
Trabue Language Scale—B

Score	Grade							
	V		VI		VII		VIII	
	W.	N.	W.	N.	W.	N.	W.	N.
20							1	
19							1	
18						1		2
17				1	1	1	3	1
16			1	7	2	2	2	1
15				4	3	3	7	6
14	1	4	4	5	11	12	12	4
13	1	3	6	18	17	23	6	7
12	4	9	4	23	14	10	4	13
11	2	6	6	13	8	8	6	1
10	7	20	5	23	5	6	2	4
9	3	5	1	5	1	3	1	1
8	5	10		2	1	1		2
7	1	1	1	1	1		1	
6		4		1	1			
5				1				
4	1	6						
3								
2								
1								
Total	25	68	28	104	65	70	46	42
Median	10.4	10.4	12.5	12.4	13.2	13.3	14.3	13.0
Q.*	1.6	1.6	1.35	1.4	1.15	1.3	1.55	1.6
Trabue Stand.	9.6		11.0		12.3		13.3	

* Semi-interquartile range.

The median scores are in every grade slightly in advance of the standards suggested by the author of the scale.* This is due partly to the recent introduction of a new course of study in English which stresses such exercises as are represented in the Completion Test. The medians for negro and white pupils are practically identical in grades five, six and seven, while in grade eight white pupils exceed the median achievement of negro pupils by 10%. Variability as indicated by Q also shows remarkable uniformity.

* Completion Test Language Scales, M. R. Trabue.

Distribution of the scores of sixth grade pupils by age shows again a notable uniformity of achievement at various ages. Here is a probable explanation of the uniformity of results of negro and white pupils. We would expect such results to be uniform in a test which showed median achievement for fifteen-year-old sixth grade pupils to be equal to that of eleven-year-olds in the same grade. The tests, it would seem, support the teacher in her classification of pupils. This view is expressed by the author as a result of his own investigation.† However, while the results of the Trabue tests have shown high coefficients of correlation with teachers' estimates and tests of mental ability, their correlation with tests of achievement in fundamental arithmetic is either very low or negative.

AYRES SPELLING SCALE

Spelling is usually taught and tested in context. For this reason there would have been an advantage in using a sentence test for the purpose of measuring the spelling achievements of pupils in the school. However, because of the greater definiteness of standards for column spelling tests, the latter form was used.

The test given in the school consisted of twenty-five words taken from Group T of the Ayres Spelling Scale. These words were selected by the Division of Reference and Research of the New York City Department of Education for the purpose of testing spelling achievement in the schools of Districts 45 and 46 of that city. The words possess, then, the double advantage of the Ayres standardization and the New York verification. The scores obtained in the spelling of the selected list of words are presented in detail in Table XXXVI. There is wide variation in achievement, especially in grades five and six. The words were not sufficiently difficult to serve as a satisfactory test of the ability of the better spellers in grades seven and eight. However, both these conditions are identical with those of the Ayres test and that given in Richmond Borough on the same words.

Median scores attained by Stanton-Arthur pupils are in every case lower than those of Richmond Borough pupils,

† See Los Angeles Division of Ed. Research—Second Year Book, p. 40. Results generally in advance of Trabue Standards.

though the differences are slight, except in grade five, where the median scores of Stanton pupils are more than four words below those of Richmond Borough.

TABLE XXXVI
Distribution of Spelling Scores by Grades

Scores in words	5A	5B	6A	6B	7A	7B	8A	8B	Total
25			1		7	10	11	9	38
24		1	2	5	5	11	11	16	51
23			2	8	4	9	11	8	42
22		1	1	9	7	5	7	7	37
21	1		6	6	3	9	2	6	33
20		2	5	4	6	3	7	3	30
19	2	2	8	8	7	3	1	1	32
18		4	2	3	5	4	3	1	22
17		1	5	7	5	3			21
16	1	5	8	6	5	2	2	1	30
15	1		2	8	4				15
14	5	8	1	6	2	3	1		26
13	3	4	3	3	4			1	18
12	3	4	4	3	2	1			17
11	8	4	2	1	3	1	1		20
10	1	4	4	1	1				11
9	3	3	5	2		1			14
8	4	3	1	2	1				11
7	2	9	6	1	2	1			21
6	5	5	2	2					14
5	10	7	2						19
4	6	5	1				1		13
3	8	5	5		1				19
2	6	4	2	1					13
1	6		1						7
0	4								4
Total	79	81	81	86	74	66	58	53	578
Stanton Medians	6.0	10.0	16.0	18.0	19.4	22.4	23.4	23.9	
Richmond Borough Medians	10.7	14.2	17.8	20.3	21.4	22.6	23.6	24.0	
Ayres' Standard Scores	50		66		79		88		
Richmond Borough Average Scores	48.9		70.0		81.1		89.6		
Stanton Average Scores	34.6		61.9		77.3		88.6		
Stanton Medians by Race—White	11.3		19.6		20.7		23.7		
Negro	7.3		16.1		21.1		23.4		

The Ayres standard scores are given in per cents by complete grades. These are presented in the table together with the average per cent scores of the two groups considered here. It will be noted that Richmond Borough scores are above the

Ayres standard in grades six, seven and eight, while Stanton scores exceed that standard only in grade eight. In grade five, the Stanton scores are notably low.

Distribution of the Stanton scores on a basis of race indicates that in grades five and six the white pupils are in advance of the negro pupils to an extent equal to or greater than the difference between the scores of the Stanton School and the schools of Richmond Borough (Table XXXVI). Indeed white pupils equal or exceed the Richmond Borough medians, while medians for negro pupils are respectively 4 and 3.5 words below those for whites. In grades seven and eight, where the finer selection of negro pupils obtains, there is a practical equality of achievement.

INTELLIGENCE TESTS

In an attempt to secure an indication of mental capacity as shown by Intelligence Tests, and at the same time to coöperate with Government psychologists in the standardization of army intelligence tests, the Thorndike Air Service Tests of Mental Alertness for Enlisted Men were administered by assistants of Dr. Thorndike to the pupils of grades 6, 7 and 8 in the Stanton School. These tests consisted of a series of eight distinct units, covering involved directions, simple problems in arithmetic, synonyms and antonyms, practical judgment, detecting highest and lowest number in series, noting relationships and continuing interrupted series of numbers, visual imagery (identifying a given character from among a group), and logical relationships. In addition to this test, there was also applied an illiterate test in order that it might be standardized for army use.* The results were tabulated by Dr. Thorndike's assistants, though the work of developing standards and discovering correlations with results of Binet Intelligence Tests and school progress records was interrupted by the conclusion of the war. Because such standards have not been established and since the intelligence test used has been materially modified, it was deemed unwise to present individual results in this paper, though it will be interesting to note in Table XXXVII that median scores are in every case less than half of the total possible score (145 points) and that the highest score achieved by an eighth grade pupil is 104.

* Thorndike, E. L. *Journal of Applied Psychology*, April, 1919.

It is probable that the test in general was too difficult for elementary pupils, that the time allotment was too brief, or that directions were not thoroughly understood. It is doubtful if the results of these tests can be taken as a measure of the mental ability of the pupils tested, but it is entirely proper to use them as a measure of variation in the mental abilities tested. It will be noted in the Table that this range of variation is great in every case and may be used in support of figures already presented, showing wide variation in achievement in school work.

TABLE XXXVII
Thorndike Air Service Tests of Mental Alertness

Scores	Grade		
	6	7	8
High Score	70	87	104
Q3	46	60	65
Median	39	50	57
Q1	28	42	50
Low Score	6	15	22

An examination of the score distributions indicates that the range of the middle 50% is narrow and that there is wide scattering in both the lower and upper quartiles of the distribution. It will be noted in Table XXXVII that approximately 20% of the sixth grade scores are above the median of the seventh grade and that 30% of the seventh grade scores are above the eighth grade median. On the other hand, 10% of the eighth grade scores are below the sixth grade median and 20% of the seventh grade scores are below that median. The achievements represented by scores in the middle 50% are sufficiently uniform to indicate that these pupils are properly graded. But the wide scattering of individual scores at the upper and lower ends of the distribution seems to indicate failure properly to classify pupils so that they may do most effective work. Pupils making extreme scores in this test should have their ratings verified by some standardized group intelligence test. If the results are similar in the two tests, the individual pupils at the

upper and lower ends of the distribution should be further investigated by the Terman Revision of the Binet Intelligence Tests. Individuals might then be placed in the grades so as to secure relatively homogeneous grouping and the highest possibility for each pupil to progress with maximum efficiency.

SUMMARY

1. Distribution of scores in tests on the fundamentals of arithmetic show a wide range of attainment in every grade. This range increases as the grades advance.

2. After three months of special drill, results in a similar test show marked improvement. However, median scores average one example less than the Courtis general medians in rate and show only fair accuracy.

3. Comparison of scores attained in seven schools under similar conditions shows the three schools of entirely or predominatingly negro pupilage to achieve uniformly lower results.

4. Negro pupils in the Stanton School achieved generally lower median scores than did white pupils.

5. In tests of reasoning ability in arithmetic, white pupils of the school exceed colored pupils in median scores by approximately 25% in principle and 37% in computation.

6. In Monroe Standardized Silent Reading Tests all medians are below standard scores, especially in grades four and five, though white pupils approach these standards more closely than do negro pupils.

7. Results in the Trabue Completion Test Language Scale are high and show little racial difference in achievement.

8. Spelling scores show a wide range of variation, especially in the lower grades. Scores are especially low in grade five but slightly exceed the Ayres Standard in grade eight. In grades five and six the median scores of negro pupils are lower than those of white pupils though they slightly exceed the white median in grade seven.

9. The results of an unstandardized intelligence test (Thorn-dike Army Air Service Test for Enlisted Men) show extreme differences in every grade in the abilities of pupils.

CHAPTER V

THE WORKING AIMS OF A UNIT SCHOOL

GENERAL AIMS

The general aim of education postulates the adjustment of the individual to those elements and processes of his environment that are of concern in modern life. Education should bring about "such a control of themselves and of the world's resources by pupils as will make them high-minded, appreciative, thoughtful and generally efficient participators in the world's affairs."* It is to the life about it that the school looks for the subject matter of its instruction, and a "curriculum will be good to the degree in which it contains problems—mental, moral, aesthetic and economic—that are socially vital and yet within the appreciation of the pupils."* However, while there is much in common, modern life is not the same for all, particularly if considered from the point of view of those elements that are of prime concern to different groups and individuals. Thus, even on the objective or content side, there is emphasized the individual and his specific needs. Consequently one of the most important functions of a school is so to select its subject matter and activities as to include all those common elements that are essential to the formation of a broad like-mindedness fundamental to sound social organization, and at the same time to provide for those special adjustments made necessary by variant immediate environmental conditions as well as the diverse capacities and interests of particular individuals.

The aim of education requires that we "develop, organize and train the powers of the individual that he may make efficient and proper use of them."† Here, on the subjective side, the aim seems wholly individual except in so far as the development and use of individual powers depend upon immediate environment. In reality the two are correlative. An activity is educative largely as the medium in which it functions is adjusted to the powers of the individual, and as he senses a real need or purpose in its execution. The knowledge, power and habits that determine a well-ordered daily life come through

*McMurry: *El. School Standards*—P 3.

†See P 13.

the wise purpose-choosing, thoughtful planning, painstaking execution and final judgment of results which are typical of real life situations.† Such efficient and proper use of powers constitutes character. Its development requires on the one hand individual stimulation and guidance adjusted to the instincts and developing powers of the child, and, on the other, a close correlation of school work with the life activities of the immediate social environment.

CHARACTERISTICS OF SCHOOL'S COMMUNITY

Communities, like persons, assume individuality. The particular school to which this study is limited serves a community which, like all others, has developed distinguishing characteristics. These mark it off from the larger society of which it is a part and form a body of environing conditions to which the school must make proper adjustment if its work is to conform to the aim of education. The more prominent of these conditions as set forth in preceding chapters may be grouped under three heads: social, economic and intellectual, though such grouping is by no means mutually exclusive.

In the community studied, perhaps the most important distinguishing feature in each one of the above divisions is that of race. That this condition is not the result of inherent racial differences is indicated by many wholly impartial and scientific investigations. To quote an authority in this field, "It would be erroneous to assume that there are no differences in the mental make-up of the negro race and of other races, and that their activities should run in the same lines. On the contrary, if there is any meaning in correlation of anatomical structure and physiological function, we must expect that differences exist. There is, however, no evidence whatever that would stigmatize the negro as of weaker build, or as subject to inclinations and powers that are opposed to our social organization. An unbiased estimate of the anthropological evidence so far brought forward does not permit us to countenance the belief in a racial inferiority which would unfit an individual of the negro race to take his part in modern civilization. We do not know of any demand made on the human body or mind in

†See Kilpatrick, Wm. H. *The Project Method*, Teachers' College Record—September, 1918.

modern life that anatomical or ethnological evidence would prove to be beyond the powers of the negro.”* What differences do exist are often magnified out of all proportion to their significance. Specific group and individual differences resulting entirely from environmental circumstance have been erroneously associated with racial peculiarities as if their connection were essentially that of cause and effect. These often become rooted so deeply in social tradition and prejudice as not only to accentuate the original peculiarities, but also effectually to obstruct a disentanglement. However, in a democracy committed unmistakably to ‘equality of opportunity,’ it is desirable that the school base its work on community conditions as they exist, though it must ever guard against the possibility of setting up for a race or a group something less than a complete aim of education.

SOCIAL CONDITIONS

Analysis of the social conditions surrounding the Stanton-Arthur School (pp. 18-36) shows a relatively unstable population composed of whites and negroes; the whites decreasing in numbers and the negroes increasing rapidly by immigration. This negro population contains a large proportion of females, a large proportion of young people and relatively few children. Marital conditions are unstable, housing is unsatisfactory, the lodger evil is acute, mothers too frequently are employed outside the home and social life in general is centered elsewhere than in the home. These conditions, among others, indicate a social background which deserves careful consideration by the school. From the point of view of securing the best possible standard conditions, the school should consciously turn its attention toward improving the home. From the point of view of adjusting the work and aims of the school to the capacities and needs of the individual, there is reason for a somewhat general departure from the relatively uniform requirements of a large public school system.

ECONOMIC CONDITIONS

Economic conditions in the community (pp. 30-32) show a range from abject poverty resulting from ill health and incom-

* Boas, F., *The Mind of Primitive Man*, pp. 271-2.

petence to the comfortable prosperity of the skilled mechanic and the small business man. However, especially among the negroes, there is very general and precarious dependence upon the daily wage from unskilled labor. This condition often makes it necessary for all members of the family to engage in gainful occupations and causes many children to be withdrawn from school on their arrival at legal working age regardless of their preparation for satisfactory employment. This condition should serve to emphasize to the school the importance (1) of adjusting its work to the probable length of schooling of each individual, (2) of retaining children so far as is possible until such time as they indicate at least some degree of interest in and adaptability to a general field of work, (3) of being prepared to advise pupils as to particular employments and to supervise their placement, and (4) of continuing supervisory relations over such children until they become relatively established in their work and give promise of satisfactory progress.

INTELLECTUAL CONDITIONS

The degree of culture and general intellectual status of a community has large effect in establishing its ideals. These in turn determine progress. Intellectual ideals and achievement are so interwoven into the social and economic fabric that it would be difficult to segregate them if this were desirable. Nevertheless, due to whatever cause or combination of causes, there are in the school's community indications of retarded intellectual development. These do not of necessity point to ineradicable inherent stigmata among individuals of the group, but they represent a condition of which the school must be cognizant in formulating its aims and planning its work. As the instability of the population is reflected in excessive pupil turn-over in the school, so also is the general backwardness of a large part of the community reflected in excessive non-attendance at school, truancy, over-age, retardation and lack of determined application to the work of the school. This statement still retains much of its force after placing full responsibility upon the school itself for its failure to make proper adjustments of its aims and work to the immediate needs of the community. In relative achievements in the more formal school subjects it is found that, while negro pupils show gener-

ally somewhat lower median scores than whites, on the whole the median scores of all pupils combined are lower than standards established by wide investigation (pp. 80-90). This condition, combined with the fact that the individual range of variation in achievement is generally very wide (pp. 79-90), suggests the advisability of special emphasis on these fundamental subjects and at the same time a variation in content and method to adjust the work to the widely differing capacities and interests of pupils.

SELECTION OF CONTENT

Details of subject matter and specific methods should be selected on a basis of their efficiency in furthering these subordinate aims or immediate objectives, the accomplishment of which will make essential contribution to the realization of the broader aim. Indeed, "Each phase of the educational aim must be analyzed into specific ends, and the whole range of human knowledge and experience searched through for the details which definitely and certainly further each in the most many-sided relationships and with the greatest likelihood of recurrence in every-day life. When included in the educational content they must be organized, not merely with a view to the indirect furtherance of these ends through general knowledge and culture, but in such fashion that, whether facts or activities, they will, through gradual accumulation and reorganization, be definitely and certainly associated with all others that tend to the specific aim upon whose furtherance their direct usefulness depends."* Human life consists in the performance of specific activities which can be discovered for any social group, however numerous and diverse they may be. These activities will show the abilities, attitudes, habits, appreciations and forms of knowledge that we need and they become the definite and particularized objectives of the curriculum.† Incidental or undirected developmental experience contributes much but leaves training imperfect. It is necessary to supplement such experience with the conscious directed training of systematized education. The curriculum of a school aims at the objectives that are not sufficiently attained as a result of the

* Yocum, A. Duncan—*Culture, Discipline and Democracy*—p. 24.

† Bobbitt, F., *The Curriculum*, p. 42 et seq.

general undirected experience. The curriculum of directed training is to be discovered in the shortcomings of individuals after undirected training has done its work. It would seem desirable, therefore, that the working aims of the Stanton-Arthur School should be so shaped as to include all those specific qualities of democratic citizenship that are fundamental to proper individual and social habits, attitudes and interests, and to lay special emphasis on those qualities essential to a well-rounded development but likely to be counteracted by the influences of an unfavorable environment.

MORAL CHARACTER

Thus in a community with the social conditions described above, the work of the school should be permeated throughout with such *moral* attributes as regularity, punctuality, responsibility, neatness, accuracy, tenacity of purpose, truthfulness, honesty and purity of thought and action. To attain maximum effectiveness, these qualities should be developed in such a way as to show their essential connection with real life situations. This can be done never so effectively as when life situations themselves are brought into the school work. Thus indirectly and only gradually will the influence of the school be felt in home and social life. In addition, more direct and immediate influence could be brought to bear if the school were made the social clearing house for the neighborhood. In this way with common understanding and united purpose, parents and children would work together to the advantage of both in the creation and execution of a constructive home and community program.

HEALTH HABITS

In similar manner the school should emphasize all phases of hygiene and physical education. Sudden change in climatic conditions, poor housing, irregular working hours, unwise recreation and general disregard for the laws of health, have been seen to cause a high death rate and much illness, with attendant economic and social evils. It is only as the school inculcates in all its pupils proper *health habits*, and follows their execution into the home and the street that definite results can be accomplished.

EFFICIENT HOME LIFE

Together with morality and health, both of which center largely around the home, it has been seen that there are many other elements of *home life* that call for special recognition on the part of this school. Improvidence, unsanitary housing, the absence of mothers at work, the presence of lodgers, unregulated social life outside the home, make it desirable that the school should aim to improve home conditions not only through pupils, but also through direct contact with the home itself. Instruction in practical household economy, in bodily cleanliness, orderliness, neatness, wise purchasing, sane decoration, cooking, sewing, sanitation, child hygiene, all bearing directly upon actual home conditions, should be offered. Such instruction, it would seem, should constitute an important part of the regular school work and might very properly be introduced well down in the grades. By means of its specific connection with actual home conditions, the interest of parents would be aroused to the point of encouraging their attendance at evening meetings in the school for the discussion of vital topics. From such discussion there would emerge a conscious desire for better home conditions and general civic improvement. With the formation of definite community projects and their execution by the combined efforts of pupils and parents, there would come not only a marked improvement in social standards but also a keen appreciation of the function of a public school in its community. In this way the "compulsory" feature of education may gradually assume less importance, for only as parents and pupils alike realize the essential connection of the school with their home and community life, can the school hope to foster that true motivation and interest that will bring about in each individual the highest approximation to complete development.

VOCATIONAL EFFICIENCY

In similar manner, as has already been seen, it is important for the working aim of the school in this particular community to emphasize preparation for *vocational efficiency*. With the limited time at its disposal and the lack of fundamental preparation on the part of its pupils, it would be unwise for the school to attempt specific vocational training in any general way.

However, considering the extent to which pupils leave school from grades 5 and 6, it might be wise to anticipate such early withdrawal to the extent of affording opportunity for training in some elementary specific vocational skill upon which future development may be based. For all pupils there should be such adjustment of method and content as would permit a general survey of the more important occupations of the community—the opportunities afforded and the demands of each. In this connection there should be developed a keen appreciation of the importance of vocational ideals and a recognition of individual responsibility for social service through vocational efficiency.

MINIMUM ESSENTIALS

In its attempt to achieve these community aims, the school must in no way lose sight of its 'traditional' function. The common core of knowledge, habits and attitudes, the *minimum essentials*, must be achieved in the elementary school. This common minimum is determined by the larger society of which the individual is a part and it is upon this foundation that democracy is based. "The first six years of school life should give the 'tools' of an education, correct habits in the use of the mother tongue; familiarity with the simple thrilling story of the birth and growth of our country, with emphasis on what the citizen owes the community for what it gives him; an interpretation of the common things of nature in the environment; an elementary survey of the world and its peoples, from the traveler's viewpoint; the useful things in home economics and in manual training, the one for the girls and the other for the boys; sufficient knowledge to conserve health and to protect life; and finally, provision against the ennui of leisure hours, by laying the foundations of taste in music, in art, and in literature. Learning to read, to write, to spell, and to use the processes of arithmetic that fall within the simple situations of the child's experience, must remain, now, as of old, the distinctive work of this period."* However, it is entirely inadequate to select subjects as wholes with a view to the accomplishment of the minimum essentials. "The determination of

* Bunker, F. F.—Reorganization of the Public School System. U. S. Bureau of Education Bulletin, 1916, No. 8.

minimum essentials for a particular school subject must be preceded by the determination of minimum essentials in educational aims, regardless of the branches to be held responsible for each essential. The course of study as a whole must include:

"1. Both general usefulness and specifically social aims.

"2. All forms of mental training or control—varying impression, vocabulary, associations, fixed associations or habits and transfer.

"3. The various stages in retention—or forms of material from the standpoint of retention—that further each form of control: impressionistic material that is designated to be forgotten (impression control), optional material that is marked for a retention that varies with individuals (vocabulary and variation control), and memorized material which may be drilled upon and reviewed (habit control). An amount of each of these forms of material adequate to each of the educational aims and forms of control is a minimum essential in some branch or other."*

Consequently there should be a minute analysis of subject matter, a determination for each detail of its general or specific usefulness, of the forms of control and retention essential to such usefulness, and the definite association of each detail with the thing that certainly suggests the value it is included to realize.

Recent developments in educational practice are proving that the minimum essentials can be achieved most profitably in the first six years of school life. Thus there are left to the Stanton-Arthur School two additional years in which to make special provision for meeting specific individual needs. This it is necessary to do, but there are a large number of pupils who never reach this stage of educational advancement. It seems advisable that adjustments in even common minimums outlined above be made for these individuals recognizing their advanced stage of physiological maturity, as well as the approaching termination of the school's influence. For such over-age, mal-adjusted pupils it may be wise to sacrifice certain elements of standard courses of instruction in order to secure sufficiently thorough grounding in the fundamentals of reading, writing

* Yocum, A. Duncan—*Schoolmen's Week Proceedings*, U. of Penna., 1917. pp. 173-4.

and practical elementary arithmetic, and at the same time to develop sound physical, social, moral and vocational habits and attitudes, based on intimate knowledge of individual pupil capacity, ability and probable future development.

Having in mind then the demands of society in general, the needs of the particular community and the varying capacities and interests of its pupils, the school aims so to adjust its activities to particular social and community needs as to promote in each individual, through directed training, the fullest possible *socialized self-realization*.

CHAPTER VI

ATTAINMENT OF AIMS UNDER STANDARD CONDITIONS

CONDITIONS ACCEPTED AS STANDARD

Certain limiting conditions both external and internal to the larger system of which this school is a unit organization, and certain other limitations peculiar to this school must be met in the attempt to achieve the working aim. These conditions have been detailed in previous chapters. The most general limitation is that placed upon the taxing power of the Board of Education. With a tax rate of six mills (1919) the expense of teaching each elementary pupil for a year must be limited to an average of \$37.05.* The effects of such inadequate funds are reflected in plant, equipment, personnel, organization and in all departments of the work of the schools. This general limitation affects the particular school in question by affording in one building only the barest minimum in the form of adequate classroom facilities with no proper provision for assembly, play, yard space or special activities of any kind. The other building is of the box type, three floors of six rooms each, no halls, cloak rooms, play room, auditorium, no space or facilities for special activities, vicious lighting and none but window ventilation.

The teaching force of the school is supplied from the general eligible list of the entire school system without special regard to aptitude for, interest in, or sympathy for the peculiar problems connected with the instruction of a group of pupils predominantly negro. The school has been fortunate in retaining a large number of teachers who have grown with the problem and whose social spirit prompts them to continue their important duties.

The organization of the school is limited by the provision in the rules of the Board of Education requiring an average of forty pupils in attendance per teacher and by wholly inadequate provision for special activities. Seven 7th and 8th grade classes have been compelled to go to a neighboring school one

* Based on average attendance. Report of Board of Education, Phila., 1918, p. 209.

session each week for instruction in cooking and manual training. This practice was discontinued in September, 1919, leaving the school entirely without provision of any kind for instruction in manual or household arts except sewing for girls. This instruction is given in regular classrooms, often with boys marking time in the same room for lack of facilities for, or an instructor in appropriate hand work.

Uniform city standard courses of instruction, together with uniform grading and regular half-yearly promotions tend to make difficult of attainment efficient despatching, flexible grading, the longer school day, and the desirable adjustment of courses and methods to specific individual and community needs.

ADJUSTMENTS TO INCREASE EFFICIENCY

However, under the conditions briefly described above, and with the aid of such flexibility as does exist or may be secured by special dispensation, it is possible to make many adjustments in the organization and operations of the school with a view to a closer approximation to the achievement of the educational aim in each individual. Such adjustments must be confined largely to conditions internal to the school itself. They will include:

1. The selection through group psychological tests of pupils of superior and inferior ability, and the more detailed individual study of these cases to determine proper placement in the grades, rates of progress and desirable variations in content or method of instruction.
2. The standardization of attainments in the various subjects of instruction and the establishment of working aims within reach of pupils grouped according to their abilities.
3. The determination through diagnostic tests of particular individual difficulties and of special method to overcome them.
4. The special grouping wherever possible of those pupils who expect shortly to discontinue school work in order that provision may be made for their peculiar needs.
5. Similar special grouping in vestibule classes of those new admissions, mainly from the South, who, although of advanced age, show marked results of the lack of educational opportunity.

6. A finer grouping of pupils in regular classes wherever possible (by reason of more than one class of the same numerical grade) in order to effect flexibility of grading.

7. Variation in emphasis and selection from standard courses of the specific details and activities that would most certainly further the realization of particular working aims and would emphasize at every possible point the relation of school work to actual community and home conditions.

8. Adjustments in method to stress the dominantly ethical phases of life relationships and the fundamental moral habits and attitudes which should function so continuously in school work as to become unconscious guardians in out-of-school life.

9. The establishment of a system of school credit for work done in the home to emphasize the important connection between the two, and at the same time to foster a spirit of coöperation between the home and the school which would result in moral benefits to both.

10. The systematic use of the McCoach Playground to strengthen the training in hygiene and health habits as well as for the moral advantages to be derived from organized play.

The conscious coöperation of the school with parents' associations, churches, hospitals, the Y. M. C. A., the Armstrong Association and other social and civic agencies operating in the community toward the combined formulation of a comprehensive home, school and community program would do much to strengthen the influence of the school and the effectiveness of its work. The adjustments above indicated, culminating in a wholesome, vigorous school spirit, based upon a thorough appreciation of the ideals of the school and a willingness to coöperate in their achievement, would result in a strength of character and fixedness of purpose so necessary for sound individual progress, especially for those pupils who by reason of their race are destined to be harassed by many obstacles.

OPPORTUNITY CLASS

Many of these adjustments are already being made and all of them can be effected with no change in plant, teaching force or expenditure, save, perhaps, in the equipment of two regular classrooms—one for an additional ungraded class and one for handwork and pre-vocational activities. Analysis of the pro-

cedure in the attainment of each of these suggested adjustments will be presented only briefly in view of the fact that many of them are but general applications of principles applied specifically and explained in detail in connection with the organization and purposes of the special adjustment class referred to in a former chapter (p. 71). It will be remembered that this class could accommodate only eighteen of the most extreme cases of maladjustment. It was soon found that restoration to regular classes was impracticable and that adjustment to the regular course of study was not at all in line with meeting individual needs. What these pupils required was work of a very practical nature for immediate use. They were on the brink of elimination from school influence, though they were entirely unprepared mentally and morally for any degree of success in the work of the world. Accordingly, emphasis was placed on the inculcation of habits of industry, thrift, perseverance and the like. Subject matter was motivated by practical application and use in daily life. Special assignments with manual training, cooking and sewing classes were arranged. Pupils were encouraged to make individual studies of vocations, their opportunities and the requirements for success in each. Wide reading was stimulated and standards of taste and judgment were developed. In brief, an attempt was made in these few cases to meet the needs of the individual pupils by adjusting the course of study to those needs. This, it will be noted, is in direct opposition to the original purpose of the class.

In order to become conversant with each individual and his needs, a series of examinations and tests was made. The school physician reported on health and physical condition and the school nurse followed up suggested treatment. The Binet-Simon Measuring Scale of Intelligence was applied. Courtis Standard Tests in the fundamentals of arithmetic and Monroe Standardized Reasoning Tests were administered. Monroe Silent Reading Tests, the Ayres Spelling Scale and Trabue Language Scale contributed their quota of information. In addition there was individual investigation by the teacher on the fundamental concepts of content subjects. Personal interviews at school and at home brought to light social and environmental conditions and made the pupil regard the teacher as a real friend and adviser.

After having been thus 'found' physically, mentally, morally, socially, environmentally and even in some cases aesthetically, the status of each pupil was recorded on a graph. This served in the hands of the teacher to epitomize the status of each child, to show where special effort was required and to act as a base from which to record future progress toward established goals. With such detailed information as a guide, both teacher and pupil can work intelligently.

So far as it is possible to depart from the standardized conditions and operations of a large school organization, some such treatment as is above indicated should be afforded the 109 pupils of incomplete record (Table XXIX) and also many of the over-age and retarded pupils now retained in regular classes (Table XXVII).

UNGRADED CLASSES

It is desirable that an attempt be made to meet this condition by the establishment of two additional ungraded classes. This could be effected by such redistribution of the school's pupilage (Table XI) as to form twenty-eight instead of thirty regular classes, thus increasing slightly the enrollment in each class but at the same time freeing two additional rooms and two teachers for special work. In this way there would be provided in the school four special classes as follows:

1. For mental defectives.
2. For maladjustments (not to be restored to regular classes).
3. For exceptional pupils of three types:
 - a. Maladjusted pupils to be restored to regular classes.
 - b. Cases of special disability in a particular subject.
 - c. Cases requiring special attention for rapid advancement.
4. For instruction in manual arts.
 - a. Pre-vocational work for those about to leave school.
 - b. Manual arts and home economics for all pupils of grades 5 and 6.

The first of these classes has been commented on in chapter III (p. 73). There is need for greater emphasis on hand work and less futile effort toward training higher powers of intellect that are hopelessly lacking.* The second type of

* See Buckingham—Editorial. *Journal of Ed'l Research*, Feb., 1920. p. 141.

class has been described in detail. One class of each type already exists in the school.

The third type is suggested as a first step toward introducing flexibility into the grading of the school. The teacher would have no regularly assigned class. It is desirable that she be conversant with the work of all grades and be in possession of a broad, sympathetic spirit of helpful coöperation with teachers and pupils alike. By means of individual pupil rosters she would receive at stated periods those pupils from regular classes who are in need of special assistance. These pupils would be dealt with as individuals or in small homogeneous groups and would be restored to their regular classes at the expiration of a brief daily period. This device would tend to encourage rapid progress in some individuals and to prevent slow progress in others.

INDUSTRIAL ARTS AND PREVOCATIONAL WORK

The fourth type suggested above would have two distinct aims in view: first, to afford for pupils about to go to work, some prevocational training in addition to the regular course of instruction; and second, to provide for all pupils of grades 5 and 6 one period (one and one-half hours) each week in which to gain an appreciation of the necessity and dignity of fundamental manual occupations and to emphasize concretely the importance of wise household management and home-making. Periods could be so arranged that this teacher would meet the one pre-vocational class every afternoon for two hours and devote nine of the ten weekly morning periods to the nine classes of Grades 5 and 6. These classes would be so arranged that the boys from two parallel classes would attend for one period and the girls for another. Thus a double advantage would be secured. The segregation of boys and girls in the manual arts classes would facilitate differentiated courses and each regular class teacher would have two periods each week, one with the boys of her class and one with the girls, in which to pursue such school work with individual pupils as their immediate needs demand. The tenth morning period (one and one-half hours) for the special teacher should be left unassigned.

Reference to Tables XXII and XXVIII will show twenty-seven pupils of Grades 5 and 6 who have passed fifteen years of age.

Since practically all of these pupils signify their intention of leaving school at the age of sixteen years, it would seem advisable to withdraw them from regular classes for the afternoon sessions to form a group whose special aim would be preparation for vocation. Individual study of these pupils shows the very general need of special drill upon the merest fundamentals and the motivation of such drill by its practical application and usefulness in concrete projects. Frequent excursions to industrial plants are recommended to secure the close connection of school work with industrial and vocational processes. Through such study, as well as through such limited use as could be made of the school shop and kitchen, pupils should be encouraged to initiate and work out individual projects in line with their respective choices of vocations. The fact that this work is to be of practical usefulness in the near future, together with the opportunity to present the results of individual study to the group, should serve as a double incentive to interest and effort and at the same time furnish opportunity for training in logical organization. It is possible that this type of work will so link up the school with practical every-day activity as to give rise to an interest sufficiently strong to persuade some of the pupils to remain in school after the compulsory period has passed. Further schooling, of course, should be encouraged, but it should be so planned as to have special bearing in the immediate problems and interests of the individual concerned.

To the greater number of these pre-vocational pupils, however, it will be important to give the broadest possible vocational perspective in the brief time at the school's disposal. The teacher should attempt to instill right mental attitudes toward work. She should act as vocational counsellor, and so far as time permits should carry on placement and follow-up work. Wherever possible, individuals who have left school and who are found to be poorly adjusted to their chosen line of work should be encouraged to return to school for further directed study and subsequently a new start.

The pre-vocational teacher should spend one or two sessions each week in learning at first hand the vocational opportunities in the community and in discovering the adaptability of her pupils to them. She should occasionally visit with an

individual pupil or a small group both the home and the prospective industry in order that when the pupil leaves school the teacher may be satisfied that under the existing mental, physical and social conditions, the pupil is making the most advantageous choice of vocation.

FLEXIBLE GRADING

Throughout the school the wide range of attainment within any one grade in both formal school subjects and intelligence tests (chapter IV) may be taken as indicating a general need for a finer grouping of pupils and for the provision of a flexibility that will permit individuals and small homogeneous groups of pupils to progress at rates suited to their capacities. Even in the earliest grades, in which none of the standard tests can be applied successfully, it is evident from the daily experience of teachers that many pupils are retained in classes long after it has become apparent either that they can no longer pursue the regular class work with profit, or that they could successfully pursue more advanced work, or work of a different character, if the opportunity were offered.

In the attempt to meet this condition the principles of efficiency suggest some such modification of the regular school procedure as are embodied in the following specific recommendations. In the first place, wherever there are two or more classes of the same grade, grouping should be based on careful study of the achievements and capacities of individual pupils as indicated by relative degree of attainment, general development and the results of scientific intelligence tests. Having thus secured a greater degree of homogeneity, each group should be encouraged to progress at the rate best suited to its past achievements and present powers of development. Thus by the end of a term one group will have advanced further than the others and may be well on in the work of the succeeding grade, or may have accomplished more extensive and richer application of the work in hand. With the poorest grade groups it may be necessary to proceed so slowly as not to complete the work of the grade in the time set by the standard course. However, if the work covered has been done thoroughly the pupils will be better prepared for future advancement along lines of normal development. It is desirable there-

fore that standard rates of progress be so modified as to conform to the varying capacities of these homogeneous groups of pupils. After careful study, these rates should be definitely set and taken into account in determining both the content and method of the work to be done.

MINIMUM COURSES

Furthermore, within each of the above-mentioned groups whose rates of progress in covering the same course will vary, it may be necessary to provide still further differentiation in the way of maximum and minimum courses. It will not be possible under the above scheme so to classify pupils as to have all do the same work in the same time with equal success. Within each group, pupils will fall into smaller sub-groups varying in composition with the different subjects of instruction. It will be advisable, therefore, definitely to establish certain minimum requirements in each subject which all pupils must meet, and to permit pupils to advance beyond these minima to the extent that their abilities and the time allotment make possible. The use of diagnostic tests in this connection will afford valuable information as to special method suited to these small groups as well as to the specific details of content requiring special drill. While the basic minimum requirements must be achieved by all pupils, there may well be established differentiated supplementary minima adjusted to the varying capacities of the different ability-groups.

SPECIFIC WORKING AIMS FOR GROUPS AND INDIVIDUALS

The determination of such planes of minimum requirement leads us to a further recommendation: that for each grade and for each group of pupils within the grade there should be set up definite concrete standards of achievement. One of the most important consequences of the study of the results attained in standard tests (Chapter IV) is the evident wisdom of the establishment of definite goals, of specific working aims in each subject for each grade and for groups of individuals within each grade. An attempt to do this with the results of the Courtis Standard Tests in Arithmetic is reported by the author in another connection.* Similar attempts to establish

* Mathematics Teacher, Apr., 1919—Courtis Tests in Arithmetic.

detailed working aims in each subject are meeting with the success due to a scheme for encouraging in children a spirit of self-rivalry and the ambition to succeed in a definite piece of work for its own sake.

The above plan is of general application to all grades and may be so administered as to encourage such adjustment of content and method to individual pupil capacity and need as to develop a healthy attitude of successful achievement. Besides eliminating much of the waste incident to large group instruction, there would result a live interest and an individual self-determination of large moral as well as intellectual worth. The evil effects of the adverse physical, social and moral conditions previously presented may thus be turned to good account if out of them and the habit of successful achievement developed by the school, there will emerge an individual determination to meet present difficulty with conscious striving toward a clearly visioned goal.

Many of the efficiency principles outlined in the introductory chapters are conserved in the operation of the plan here suggested. Clear cut, definite working aims are provided for each group and individual. Standard attainments are definitely set up and understood alike by teacher and pupil. Time schedules, despatching and method are carefully adjusted to social and individual conditions, to varying rates of progress and to diverse capacities. The working aim of the school emphasizes individual self-realization. The successful operation of the efficiency principles indicated here will do much toward effecting that fine adjustment of content and method to peculiar individual needs which is demanded by the aim.

Viewing the school as a whole in the light of its social environment it is seen that there is urgent need for such individualization as is represented in the best modern elementary school practice. The approach toward homogeneous grouping combined with the proper connection of school work with practical and present life problems, will awaken the motive force of active interest. While this is desirable for all educational work, it is of paramount importance in the situation presented here. If there is any truth in the statement, "The two greatest obstacles to be overcome by the (Negro) race are improvidence

and immorality,"* then it is important for a school serving so large a negro population to face these conditions squarely. If the fundamental knowledge, habits and attitudes included in the aim of the school are to function effectively in society, pupils must 'live' in school, and the basic habits, attitudes and activities of the school must be identical with those of the worthy life in order to insure transfer and effective use in real life situations. To this end there should be a gradual elimination of didactic set-task teaching, and the development in pupils of initiative, proper organization of materials, responsibility for results and their applications. There should be developed an effective method of attack on new problems, a clear conception of specific aims, a persistent linking of intellectual and manual activities, a conscious testing of these plans in practical experience with constant opportunity and persistent encouragement to use results in present school and home life.

SELECTION AND EMPHASIS TO MEET NEEDS

To accomplish these ends it may be necessary to minimize stress upon certain features of standard courses of study in order to allow ample time for thorough training in the fundamental minimum essentials and their practical applications to life. Such changes in emphasis will vary with the different capacity-groups provided for above and may not remain constant for any one group for an entire term. It may be necessary in some groups for a time to minimize parts of history, geography and literature in order to insure proper mastery of fundamental arithmetic, English, health habits, vocational attitudes and interests.

It may be necessary for a time to emphasize in literature, history, hygiene, physical training and civics certain features that will stress the development of particular moral qualities, as punctuality, responsibility, thrift, cleanliness or any of the specific qualities that make for good citizenship. It may be advisable to eliminate entirely for a certain 6th grade group the study of the European background of American history in order to make definite and certain the development of proper attitudes towards hygiene, vocation and home-making. If it

* Stone—*Studies in the American Race Problems*—p. 205. See also S. G. Noble "Forty Years of the Public Schools of Mississippi." p. 126.

is probable that such a group will not continue further in school, an intensive course in American history and citizenship is essential.

It may be advisable to modify, extend and amplify the standard courses in civics and history with a view to insuring the effective functioning in present life of the ideals of democratic citizenship.

It may be desirable to emphasize certain phases of English to provide thorough training in the mechanics, in simple composition, or in thought-getting, and to ally the latter not only with appreciation but also with methods of effective study in other subjects.

In geography it would seem desirable that all pupils have the advantage in the first six grades of an elementary study of all the continents in order to provide at least a simple foundation for a world view to those who will leave school at the end of this period. In addition to this, the further advantage would be secured of devoting grades 7 and 8 to a more intensive study involving the relations of physical, commercial and political geography.*

In general, conditions indicate the necessity for a minimum course that will permit concentration upon the essential fundamentals and their concrete application to simple life situations. At the same time the school must offer opportunity for work in advance of these prescribed minima for pupils who can pursue it with profit.

GRADES 7 AND 8

Many of the above suggestions are applicable with even greater force to grades 7 and 8, wherein variations and individual differences become more pronounced. The underlying philosophy of the Junior High School movement rests in the attempt to meet the needs, capacities and interests of pupils of the early adolescent period and to provide proper differentiation of activities to foster the most effective development of individual powers. In view of the facts (1) that many pupils of grades 5 and 6 are further advanced in chronological and physiological age than the normal 7th and 8th grade pupil, and (2) that many of these pupils will leave school before or

* See Teachers' Manual of Geography, Grades 7-8. Massachusetts Course of Study, 1918, No. 6, Page 6.

soon after reaching the 7th grade, many of the principles underlying the Junior High School development have been applied to pupils of these lower grades. This is in line with the proposed classification of pupils on the basis of physiological and mental maturity,* and with the practice in some school systems of advancing mature pupils to the Junior High School regardless of their successful completion of the work of grades 5 and 6.†

In grades 7 and 8 of the Stanton School, there are seven classes comprising some three hundred pupils. Many of them are much over-age (Table XXII) and some have reached the level of their mental development.‡ As has been indicated, a number of white pupils are newly admitted into the school in grade 7, and the excessive leaving of colored pupils early in the term causes pupil composition to show a higher percentage of whites in the upper grades. Great variation is exhibited in size, age, maturity and interests. Some attempt to meet the varying needs of these pupils has been made in providing manual training for boys and home economics for girls, and in departmentalizing regular instruction. However, with the exception of the manual arts, the courses remain uniform. Under the present limitations of school plant and equipment it has seemed inadvisable and impractical to attempt any such extensive variation in courses of instruction as is necessary to encourage the discovery and development of special individual abilities and capacities. The desirable reorganization of courses to provide constants in mathematics, English, science, history, physical education, and variables such as foreign languages, commercial subjects, pre-vocational courses, manual training, home economics would require increased expenditure for teachers, plant and equipment.

MODIFICATIONS IN STANDARD COURSES

However, some general modifications are practicable. For example, in 7th grade arithmetic, the teaching of percentage and business forms may be vitalized by contact with immediate social situations. This is primarily a matter of method and relative emphasis. Elementary bookkeeping, household budget-

* Douglass, A. A. Jr. High School, p. 50.

† Solvay, N. Y., School Report, 1914-15, p. 22.

‡ Thorndike Tests, p. 60.

making, problems of thrift, insurance, taxation should receive due consideration. In grade 8, the present courses in algebra and mensuration should be merged into one general course in elementary mathematics comprising the fundamental concepts of arithmetic, algebra and geometry.* The course of study in geography should be so reorganized as not only to present clear concepts of man's relation to his environment but to afford instruction in elementary general science† and to bring the pupil into actual contact with his physical and social environment. History should be made to bear constantly on present social problems, particularly those of vital importance to the immediate community. This will be especially true of the work in civics and hygiene. It is the actual doing of the things suggested by such study, the actual working out of worthwhile projects, that insures the formation of desirable habits and ideals. So also in English there should be developed an increasingly large number of opportunities for oral and written expression with a social purpose. To this end, the assembly period, the debate, the school paper, the printing press, the letter with a real purpose, should be used to fullest possible advantage. Special effort should be made to insure proper reading habits both as to the technique of silent reading and thought-getting and also to selection and taste in literature. Such adjustments as these will do much to vitalize the work of these grades without entailing changes in organization, plant and equipment such as would be impossible under the present conditions.

PRE-VOCATIONAL TRAINING

Throughout all the work and for all pupils emphasis should be placed on pre-vocational training. "Vocational service—both guidance and training are here included—is an instrument for talent-saving, and for interpreting school life in terms of career building. In its larger relationships, however, vocational service is only one phase of the social organization of school and vocation. It introduces into education the motive of the life career and the idea of fitness of the individual, apart from class or group; it introduces into employment the idea

* Minnick, J. H., *Junior High School Mathematics*, Current Education, March, 1918, p. 67.

† Garman, J., *Current Education*, February, 1920. *Science in the Junior High School*.

of fitness of the task, and appraises the occupations in terms of career values as well as social worth.”*

“In Supt. Spaulding’s view, vocational guidance should formulate for itself the problem of the moral effect of the school on the child; it must see that the individual learns to appreciate his own capacities and possibilities; that he informs himself concerning the opportunities for worthy service that the world offers; that he prepares himself as adequately as time and conditions permit to apply his powers to the rendering of the highest service of which he is, or may become capable, and that he learns to concentrate his thought, his energy and ambition, to this end of large and worthy service”†

This ideal of worthy social service should permeate the entire work of the school. Concrete courses of instruction in the use of tools and the specific industrial processes cannot be offered under the existing conditions and their practical usefulness in these grades is doubtful. But much can be accomplished by closely relating all school activity to immediate environmental conditions in industry and out. In addition, it may be desirable definitely to plan certain work in connection with civics, geography, hygiene or some other subject with the aim of considering the requirements, opportunities and possibilities for service in given occupations. In this connection, visits to industrial plants, and illustrated talks on industrial processes will arouse sufficient interest to motivate individual pupil projects which may be worked out with profit.

The following statement from Booker Washington was made with reference to his own people though the application of the principle involved is general: “Our greatest danger is that we may overlook the fact that the masses of us are to live by the productions of our hands, and fail to keep in mind that we shall prosper in proportion as we learn to dignify and glorify common labor and put brains and skill into the common occupations of life.”‡ It is in the elementary school period that such ideals should be implanted and this can be accomplished with greatest effect through actual contact with typical occupations and industrial processes. An additional gain secured

* Bloomfield, M., “The School and the Start in Life.” Page 130.

† Ryan, W. C. Jr., “Vocational Guidance and the Public Schools.” Page 11.

‡ Washington, B. T., *Up From Slavery*, p. 220.

by such 'practical' activity is the stimulation it affords to purposeful work in related academic subjects.

INDIVIDUAL PUPIL ROSTERS

The extent to which individualization of instruction can be made effective in these grades will depend largely upon the energy and social viewpoint of the teacher and her ability to gather significant data on the individual status, needs and interests of each pupil and to adjust his work accordingly. This will require a close sympathetic understanding of his life both in and out of school as well as scientific testing and diagnosis. The individual treatment of these cases may be aided by modification in the organization of the school to provide for promotion by subject and for individual pupil rosters in cases of greatest variation. The departmental organization of grades 7 and 8 lends itself to such adjustments and makes less necessary the organization of special ungraded classes. Individual pupils can take certain subjects with the grade below or the grade above where this is desirable. Further, the teacher-specialization incident to departmental organization encourages the development of a scientific attitude toward the subject, and the desire and ability so to present it as to arouse the interest and meet the needs of individual pupils.

HEALTH

In view of the extent of absence in the school and of the prevalent condition of ill health due to carelessness or ignorance of the laws of hygiene and healthy living, and because of the poorly lighted and ventilated classrooms of the Stanton building, it is important that programs make ample provision not only for recreation and health instruction but also for the inculcation of proper health habits. There is a lack of provision for recreation and play in the present school building and grounds, but this difficulty may be overcome in some measure through the regular use of facilities provided elsewhere in the immediate vicinity of the school. The McCoach playground, one-half block distant from the Stanton building, offers excellent opportunity for physical training, outdoor games, and the achievement of age-aims set up by the course of study in physical training. It is unfortunate that this playground does

not afford shelter so that it might be used in inclement weather. However, it should be possible to arrange with the neighboring Y. M. C. A. for the use of its gymnasium during the morning hours.

THOROUGHNESS AND SUCCESS

Such modifications as have been indicated above by way of adjusting school activities to varying capacities, interests, and rates of progress will have a wholesome effect upon the general morale and spirit of the school. This result will be heightened by conscious effort to establish definite connection of school work with the immediate environment in home and community. Preparation for future usefulness will be measured in terms of present usefulness. Every course of instruction will have as its immediate aim the doing of some concrete thing whose relation to present social life will be clearly discerned. Thus drill work on fundamental knowledge and habits will be sufficiently stressed, properly motivated and made to serve definite ends clearly understood by every pupil. Such a procedure will have important moral as well as intellectual results. For a people often characterized as "shiftless" it is of prime importance to fix habits of thoroughness in tasks attempted and to test their effectiveness by practical use.

COMMUNITY CONTACTS

This development of practical morality, together with the interest resulting from work directed toward a constructive purpose within the powers of the individual, will have important effect in improving regularity and punctuality of attendance. It is necessary, however, to meet all laxity in these matters with prompt, decisive and constructive measures. To this end it is advisable that close contact with the home be established. Parents' meetings succeed very well in securing this contact, but too often the influence of such meetings is limited to those parents who are already willing and anxious to coöperate with the school. For parents whose interest is small, or in some cases even negative, it is important that the sympathetic influence of the school be carried into the home. To depend for such influence upon the hurried visits of an overworked attendance officer whose sole interest is in attendance and who all too frequently threatens prosecution, is often to aggravate the

difficulty. What is needed in these cases is the friendly visit of an agent of the school who possesses a broad social viewpoint and who will outline the aims of the school and the importance of the full coöperation of the home. Through the coöperation of the Armstrong Association of Philadelphia, this school has had the part-time services of a trained social worker. The success of the limited work of this home-and-school visitor points to the advisability of its extension, though this would involve additional expense and for this reason the recommendation for the employment of a visiting teacher is withheld for the present. If the important work of insuring the transfer of school ideals to the home is to be accomplished with any large degree of success, it must be brought about by the teacher herself after school hours through the self-sacrificing expenditure of time and energy.

COMMUNITY CO OPERATION

The combined efforts of the school physician, nurse, attendance officer, home-and-school visitor, together with the sympathetic interest of teachers and the coöperation of the Parents' Association, Board of Health, Department of Public Welfare, Bureau of Recreation, Philadelphia Housing Association, Armstrong Association, White-Williams Foundation for Girls, Community Service, Community Churches, Y. M. C. A. and other local social, civic and charitable organizations will make possible the development of helpful neighborliness and common purpose. The fact of the initiation of such a comprehensive and constructive community program by the school will tend to center the life of the community in that institution. Thus will the influence of the school be strengthened with both pupils and parents as well as with the neighborhood at large. Such unity of purpose and coöperation of all the forces in the community toward a common end cannot fail to foster further adjustments of the school to immediate community needs.

SUMMARY

On a basis then of the limiting conditions accepted as standard, the working aims of the school are set as high and as wide as possible and are achieved through the proper adjustment of equipment, personnel, courses of study, programs, despatch-

ing and general organization. Definitized immediate objectives are set up for individual pupils as a result of careful analysis of the conditions surrounding each case. These specific aims are achieved through general and special modifications in the work of the school. Thus by the introduction of various types of special ungraded classes, by permitting varying rates of progress, by selection and emphasis in courses of study, by determination of differentiated minima and by affording opportunity for pre-vocational work, a flexibility is developed in the organization, and the adjustment of the school to varying individual capacities and needs is facilitated.

CHAPTER VII

REORGANIZATION ON THE BASIS OF IMPROVED STANDARD CONDITIONS

The adjustments indicated in the previous chapter, it will be remembered, have been recommended on a basis of existing standard conditions as to plant, equipment, personnel and fundamental organization. These conditions have been seen to limit the fullest realization of the aim of the school in each individual. If it were possible, then, to bring about desired improvements in the conditions surrounding the organization and operations of the school, many of the modifications cited above might be carried to fruition with greater effect and some further departures in line with the principles of efficiency might be inaugurated. To this end it will be necessary to outline in greater detail, as far as is practicable, the chief condition limiting the present operation of the school, *i. e.*, financial.

CURRENT EXPENSES FOR STANTON-ARTHUR SCHOOL

It is impossible to arrive at an exact determination of the expenses and other payments for a particular school in a large city system, because of the fact that certain important items of expense are general in their nature. However, if these items are apportioned on the basis of the number of pupils in average daily attendance, they will yield an approximation sufficiently accurate for our purpose (see p. 126, Table XXXVIII). For example, under expenses of general control, the total of \$383,973 expended during the year 1918 divided by the total number of pupils in average attendance in the schools of the city (192,195), gives an approximate expenditure of \$2.00 per pupil per year for this purpose, or \$2400 for the school. Wherever this procedure is necessary in order to determine the allotment of expenditure to the particular school in question, the fact has been indicated in the accompanying tabular statement. Examination of certain items of expenditure shows their inadequacy for securing highest efficiency in the work of the school. It will be noted that the expense for the twenty-nine regular classes of the school aggregate only \$29,672, a sum sufficient to

provide an average teacher's salary of less than \$1,000, since the cost of supplies is included in the item mentioned. It will be noted that the cost of sewing instruction amounts to only \$407, due to the fact that a teacher was employed only five months of the term and that no instruction in sewing was offered during the remaining five months. The expenses for instruction in handwork covered only the cost of materials, since this instruction is given by regular class teachers. The total for current expenses for the year (\$48,386.86) is approximately \$4,000 in excess of the sum arrived at by multiplying the cost per pupil in elementary schools of the city (\$37.05)* by the average attendance in the Stanton-Arthur School. This excess is explained partly by the fact that the school has a large proportion of grammar grades, for which the cost of supplies and teaching is greater than in primary grades.

SCHOOL BUDGET

To the right of the distribution of expenses for 1918 is given a proposed budget of expenditure for 1921. It will be noted that all items are materially increased, and that in the aggregate, the recommended expenditure of \$96,650 is 100% in excess of the expenses for 1918. Such increases might appear unwarranted, were it not for the fact that the budget must consider the general rise in price of all commodities, a commensurate rise in teachers' salaries, certain necessary additions to the teaching and supervisory force of the school, and certain increases due to the maintenance and operation of the proposed new school plant. This increase in annual expenditure, while double the 50% increase recommended on a basis of the comparative study of expenditure in Philadelphia and other cities (p. 37) is seen to be small when compared with constantly increasing costs.

PHYSICAL CONDITIONS

Although the present Arthur building is inadequate in many ways, it is recommended that this building be continued in use as at present, since it does not seem practicable to introduce on any extensive scale, facilities for special activity. The eight classes of grades one to three, the two kindergartens, and the class for

* Report of Board of Education—1918, p. 208.

mental defectives can be assigned each to a separate room and the programs of the four classes of grades 4 and 5 and the one special class for extreme over-age pupils, can be so arranged that these pupils may participate to a limited degree, in the manual arts and auditorium activities to be afforded in the proposed new Stanton building. All classes may avail themselves of the opportunity for outdoor games afforded by the McCoach Recreation grounds, two blocks distant from the school.

However, there are certain improvements that should be immediately effected in the Arthur building. These have been provided for in the budget covering outlays for the coming year. Since the school yard affords less than ten square feet of space per child in average attendance, it is important that yard space be increased. This would require the purchase and razing of two adjoining houses, at an approximate cost of \$20,000. This sum is included in the \$50,000 item for land outlays.

Certain alterations are necessary in order to make the plant safe and sanitary. The wooden stair treads in the fire escape should be replaced by fire-proof materials; hallways should be adequately lighted, and the present unsanitary and inadequate toilet facilities entirely removed and replaced. These alterations would require approximately \$10,000.

Additional equipment to the Arthur building, especially for the special ungraded classes and to provide movable furniture for at least the first-grade rooms, would require an additional \$1000.

STANTON BUILDING

Although erected seventy years ago, the walls of the Stanton building are still in good condition, but any rearrangement of the rooms to provide necessary hall space, wardrobes, proper light and ventilation, requires that only twelve rooms be provided. Such remodeling of the building would require the erection of additional rooms for either regular or special activities. It would appear desirable, therefore, that the Stanton building be remodeled as indicated, and that the necessary additional space be provided in the form of facilities for special activity. The cost of such remodeling and additions, however, is so

TABLE XXXVIII

Disbursements—Year ending December 31, 1918
Stanton-Arthur School

Proposed Budget—
1921

I. Expenses (cost of conducting the school):		
a. Expenses of General Control (Overhead Charges)*.....	\$2,400.00	\$3,000.00
b. Expenses of Instruction by Activities:		
1. Salaries of Supervisors of Grades and Sub.*.....	\$ 420.00	\$ 550.00
2. Office.....	3,666.83	7,500.00
3. Regular classes (29).....	29,672.48	60,000.00
4. Kindergarten (2).....	1,635.51	2,300.00
5. Sewing (5 months only).....	407.23	1,800.00
6. Handwork (supplies only).....	68.77	1,800.00
7. Special classes (2).....	2,434.23	8,000.00
Total.....	38,305.05	81,950.00
c. Expenses of Operation—School Plant:		
1. Fuel*.....	1,900.00	3,500.00
2. Janitors' Salary and Supplies....	2,885.19	4,000.00
Total.....	4,785.19	7,500.00
d. Expenses of Maintenance—School Plant:		
1. Repair of Buildings.....	95.93	200.00
2. Repairs and Replacement of Equipment.....	620.69	1,000.00
3. Insurance*.....	500.00	600.00
4. Other Expenses of Maintenance*.....	60.00	100.00
Total.....	1,276.62	1,900.00
e. Expenses of Auxiliary Agencies:		
1. Promotion of Health.....	1,200.00	1,800.00
Total.....	1,200.00	1,800.00
f. Miscellaneous Expenses.....	420.00	500.00
Total.....	420.00	500.00
Total Expenses.....	\$48,386.86	\$96,650.00
II. Outlays (Capital acquisition and construction):		
a. Land.....		\$50,000.00
b. New building.....		350,000.00
c. Alterations to Old Building (Arthur).....		10,000.00
d. Equipment of New Building and Ground.....		25,000.00
e. Equipment of Old Building (exclusive of replacements).....		1,000.00
Total.....		436,000.00
III. Other Payments:		
a. Temporary loan and interests.....		
b. Debt and interest on debt under School Code, May 18, 1911.....		
c. Payments to School District Sinking Fund.....		
d. Payments of interest on debt created since May 18, 1911.....		
e. Miscellaneous payments including payments to trust funds.....		
Total*.....	20,800.00	25,000.00
Grand Total.....	\$69,186.86	\$557,650.00

* The distribution of these items and the allotment of the stated sums to the expense account of the Stanton-Arthur School is based on average attendance.

great as to suggest the advisability of replacing the Stanton building by an entirely new and modern school plant. As indicated in the accompanying Table (XXXIX), this plant should include eleven regular classrooms, two ungraded classrooms, and ten other rooms to provide for the various forms of special activity. The precise determination of building plans is contingent upon the aim of the school and the curriculum and organization determined upon to effect that aim. Consequently, the need of a building with facilities as outlined can be appreciated only in the light of the ideal aim of the school, the activities through which this aim is to be realized, and the type of organization through which such realization can be most efficiently and economically brought about.

TABLE XXXIX

*Outline of School Plant, Activities, Class Organization and Teaching Force
Arthur Building*

Rooms	Activity	Classes	Teachers
12	Regular instruction	12	11
2	Special Classes	2	2
1	Kindergarten	2	2
<hr/> 15		<hr/> 16	<hr/> 15

Proposed New Stanton Building

Rooms	Activity	Classes	Teachers
3	Grades 1, 2, 3	3	3
8	Regular instruction	8	11†
2	Opportunity Classes	2	2
1	Music	1	1
1	Drawing	1	1
1	Play	2	2
1	Auditorium	2	
1	Cooking-household Arts	$\frac{1}{2}$	1
1	Manual Training	$\frac{1}{2}$	1
1	Boys' Vocational	$\frac{1}{2}$	1
1	Girls' Vocational	$\frac{1}{2}$	1
1	Sewing	$\frac{1}{2}$	1
1	Manual Arts	$\frac{1}{2}$	1
1	Lunch*		
<hr/> 24		<hr/> 22	<hr/> 26
Total		38	41
39			

* Lunch room managed by teacher of cooking with aid of pupils.

† Includes auditorium assignments.

In any event, a modern school building should meet standards of safety, health, education, economy and happiness. The safety and health of school children is a public trust. The

building must be erected to meet the varying needs of children, as well as the insistent demands of modern society. It should provide for play as a necessary activity of growth, and should contemplate the health and happiness of the community as well as the child. Finally, economy in construction should be judged by costs in relation to ultimate return.

A building providing the facilities outlined in Table XXXIX, and containing eleven regular classrooms, two ungraded rooms and ten rooms for special activity, would cost approximately \$350,000.

Such a building would require additional ground space which can be secured only through the purchase of adjoining houses. For this purpose there has been included in the budget the sum of \$30,000.

The modern equipment of the building including auditorium, play room, manual arts rooms, laboratories, music room, etc., would require approximately \$25,000.

CURRICULUM

It has been seen that in order to effect the fullest possible realization of the ideal aim of the school, it is necessary to offer an enriched curriculum. The desirability and importance of affording a diversity of educational opportunity to meet varying individual needs has been indicated repeatedly in the foregoing discussion. The school should not only supply facilities for study in well-appointed classrooms under wholesome conditions, but it must afford to all children the opportunity for the healthful work and play which the home is no longer able to supply. Good workmanship, resourcefulness in solving practical problems, and the ability to create useful things should be developed. Besides this development of mechanical ability and initiative, the school should foster a wholesome social life, and, through play and recreation, a happy optimistic outlook based upon ample reserve of vital energy. Proper emphasis on health, socialized activity of every sort, the practical usefulness of every item of knowledge or skill and its concrete application, will secure important physical, mental, social and moral gains. Successful coöperative achievement will characterize the work of the school and it will not be long before the influence of its ideals will be felt in the community.

The curriculum of grades one to six should retain much of its emphasis on the inculcation of fundamental habits and attitudes, though with added stress on the application of all of these to concrete life situations. The first half of this period covers the stage of preparation for serious school work. Here the pupil is introduced to the tools of learning—reading, writing, number, oral English, music, drawing and simple handwork.

In grades four to six it is important to continue the work in the fundamental tool subjects, though relatively more time should be devoted here to the basic subjects of richer content. In the early grades of this period, the study of biography should afford a fitting approach to the later and more systematic study of history. The study of civics should develop a keen appreciation of the place of each pupil as an individual in the community, beginning with the class community, and extending out to the city, and finally the nation. By the end of this period, the pupils should have made an elementary survey of the world and its people, and should have some appreciation of the inter-dependence of man and of his relations with the physical environment. A body of health information, the establishment of health habits and training in physical education and play should lay the foundation for sound vitality. In addition, attention should be directed to the wise employment of leisure, through instruction in music, art and literature, as well as through the varied activities made possible by the use of a well-appointed auditorium. Further than this, and especially in view of the fact that so many pupils of these grades are of relatively advanced age, it is important that practical activities connected with home economics and manual training be afforded. Instruction in drawing, manual arts, manual training, and in special cases, pre-vocational work, should afford to boys a familiarity with the common tools and some readiness in their use, together with a consideration of the various industries, their demands and opportunities. Instruction in sewing, cooking, and in special cases, pre-vocational work, should afford to girls the ability to do plain sewing, through the making of useful articles, practice in the cooking of simple, wholesome foods and in habits of neatness in the care of the home. Throughout the work of these grades, the primary aim should be the acquisition of a learning technique, and the formation of cor-

rect habits through repetition and drill. However, the development of proper attitudes, and the important moral significance of a close connection and interrelation of school with life activities must not be disregarded.

In grades seven and eight, it is important to recognize the stage of physiological maturity of the pupils, and to adjust courses and method to individual differences, which assert themselves in the adolescent period. Here should be made a brief survey of the departments of human knowledge represented in general courses in literature, mathematics, history and science. The demands of this period for change, variety and human interest, rather than for completeness and logical arrangement, should be recognized, and an opportunity given for the determination of individual aptitudes and interests. The work of these grades should furnish educational guidance of such a nature as to insure thorough mastery of certain minimum essentials and at the same time to open up the broader fields of human knowledge and experience and to give pre-vocational training followed by placement and follow-up work where this is made necessary by early withdrawal from school. The social environment of these grades should develop actual situations calling for actual responses from the pupils who then truly would learn to do by doing now. The school, therefore, should offer a course of study featuring certain constant subjects as English, mathematics, science, history, civics and physical education to be taken by all pupils, and should permit advised selection from a limited number of variable courses.

The constants are determined largely by the general course of study provided for the entire school system, though this does not preclude the possibility of varied emphasis on a basis of community and individual needs. It is important that these basic courses be related to the practical and socialized activities of the shops, kitchen, auditorium and play room, that the fundamental concepts may be made definite and sure. It is important, further, at least in grade seven, that the variable courses be so arranged that easy transfer may be effected from one course to another without great loss of time or continuity of the work of the individual pupil concerned. Throughout these grades the time spent in elective work, while ample to give practical and usable returns, should not be so great as to

encroach upon the time necessary to the successful teaching of the fundamental or constant subjects, or to preclude the possibility of future specialization. Pupils completing any one of the elective courses (except the vocational) must not find their opportunities restricted in any way on entering high school work or on their transfer to any other school of the city system. Such considerations have had their effect on the arrangement of the program of the school which provides in every course at least four daily periods in the fundamental subjects.

In conjunction with these constant subjects, it is desirable to offer elective courses suited to the needs and interests of varying individuals. These will fall into four main groups:

(1) Special academic subjects—word study, foreign language, general history and literature.

(2) Commercial subjects—bookkeeping, spelling, commercial arithmetic, geography and penmanship.

(3) a. Practical arts for boys—shopwork, shop arithmetic and mechanical drawing.

b. Household arts for girls—cooking, sewing, home decoration and design.

(4) Courses providing specific vocational instruction to small, selected groups of boys and girls about to leave school.

The fourth of these courses has no place in a theoretic arrangement of instruction materials for the grades concerned. It is suggested here solely as a means of holding under the influence of the school, pupils who otherwise would leave the school at the beginning of the seventh grade. It may be possible in a limited number of cases to hold such pupils in school for a time by offering instruction in specific vocational processes. In every case, however, these courses would have a background in related academic work. Thus would be secured to these pupils not only a broader conception of industrial opportunities, but a more complete foundation on which to base future specialization. The specific courses could be arranged in short ten-week units to secure intensive work and also to insure the attendance of each pupil until the completion of the course. For girls, a short course in practical home-making might include dietetics, marketing, cooking, cleaning, home accounts, kitchen economy. Another course following this could empha-

size practical home decoration, sanitation, the care of children. A third course might comprise textiles, garment-making, machine sewing, millinery or design. For boys, corresponding courses in the mechanic arts might afford intensive preliminary training in printing, shop practice, automobile repair, carpentry and janitorial work.

ORGANIZATION

Efficiency and economy demand that school costs be kept as low as possible to secure the greatest ultimate return in complete living and well-rounded citizenship. Social conditions demand that the school train the hand as well as the head, that it introduce socialized activities, that it develop sound, healthy bodies, that it encourage a spirit of scientific experiment, and that it provide facilities for practical application. To offer all these types of education requires specially equipped rooms for the so-called special subjects and activities in addition to regular classrooms. Since it is manifestly wasteful to provide rooms and equipment for a variety of specialized activities when such facilities are to be used only a small part of the day, it is necessary to make a corresponding reduction in the number of regular classrooms and to keep all facilities in use throughout the entire school day. The platoon or duplicate school plan has passed the stage of experiment, and has proven its worth as a means of broadening and enriching the content of the curriculum, of ensuring the essential connection of school work with life activities, and of securing economy through the multiple use of all facilities.

ARTHUR SCHOOL

Considering the separation of the StantonArthur School into two buildings, and the fact that a large part of the Arthur building is occupied by pupils of grades one to three, it does not seem advisable to introduce the duplicate plan into the Arthur building. The eight classes of grades one to three, the two kindergartens and the orthogenic backward class should be assigned each to a separate room, as at present, thus occupying ten of the fifteen classrooms. Pupils in the regular classes of these grades would be grouped according to ability, and permitted to advance at rates suited to their de-

veloping capacities. Finer division of each class group into two or three sub-groups would permit still closer adjustment of the work to individual needs. Finally, the allotment of a given period on the daily program to be devoted to individual instruction would insure effective work on the part of those pupils who had not developed sufficiently different needs to warrant their placement in one of the three special ungraded classes (one in Stanton building).

The use of small tables and chairs in first-grade classes will permit the introduction of kindergarten methods to the extent that this is desirable. Dramatization, games and socialized activities of every sort conducive to the freedom necessary for spontaneity will relieve the present stilted formality of many first-grade activities. Movable furniture will also encourage the formation of small, homogeneous groups within the class for coöperative work, as well as for instruction suited to individual needs.

The four classes of grades four and five accommodated in this building can be assigned for two sessions each week to the Stanton building for special activities, including manual training, domestic arts, auditorium and play. By similar arrangement, the pupils of the ungraded adjustment class may spend two sessions in the Stanton building. Thus, at the Arthur School, there would be relieved one teacher who might devote her entire time to individual instruction, to social work, or who might be assigned to the Stanton building.

STANTON SCHOOL

Because the Stanton is the only school within a large radius that accommodates white pupils as well as colored, it is necessary to provide one class each of grades one to three, and thus in a measure to parallel the work of the Arthur School. These three classes would each occupy a separate room, though they would have occasional assignments for such special activities as auditorium and play. This is also true of the ungraded opportunity class for grades one to three. The programs for these classes as well as all others in the Stanton building may be seen in Table XL. The desirability of offering an enriched and diversified curriculum, of retaining children longer each day under the direct influence

TABLE XL
Organization of Stanton School
 Showing General Plan of Program for: A, Pupils; B, Teachers; C, Rooms

Grade	No. of Pupils	No. of Sections	Periods per week by sections and activities													Indiv. Instr.	Cl. in Home Room	Total Weekly Periods	No. of Sections	Total Periods	
			Academic Subjects								Special Subjects			Aud.	Phys. Tr. & Pl.						
			Math. Penn.	Eng.	Hist.	Civics	Geog.	Hyg.	Dwg.	Music & Lit.	Study	Ckg. M. T.	Dom. Arts Hdwk.								Voca-tions
4	48	1	8	2	2	2	1	2	2	3	2	2		5	4		40×8	320			
5	130	3	5	8	3	2	3	1	2	2	3	2		4	3		40×7	280			
6	170	4																			
7	160	4																			
8	120	3																			
7&8																					
Voc.	25	1	3	8	1	2	2	2		3	3	2	16	3	4	3	23		40		
Op. 4-6	25	1							2												
Pre-V.																					
4-6	25	1											8			14		25 ²			
1-2-3	130	3													3	2 ⁶		120			
Op. 1-3	20	1													3	3		40			
Arthur	40	1 ¹													2	2		34			
															2	2		8×5			
Total	893	23	78 ³	128	38	32	39	17	32	32	41	40	40	40	97	78	37	139	1022 ⁶		

¹ Five classes from Arthur School visit Stanton two sessions (8 periods) each week = one section for full week (40 periods), see p. 00.

² Individual assignment to regular classes for academic subjects (15 periods weekly).

³ Total weekly subject periods derived as follows:

Gr. 4-6, 8 sections X 5 periods each = 40 weekly subject periods. ⁴ General work in manual arts.

Gr. 7-8, 7 " X 5 " = 35 " ⁵ Three additional play periods with regular class teachers.

Voc. Cl., 1 " X 3 " = 3 " ⁶ Total 1022 includes 117 weekly instruction periods, due to divided sections.

Total..... 78

(See column headings above)

Teacher period-assignments:															No. of Teachers	
(a) Reg. instr.	78	128	38	32	39	17	32	32	40	40	40	40	37	78	139	884
(b) Auditorium	6	20	4		4		5	5							12	567
(c) Study	27				14		3	3					3	2	9	41
(d) Free	9	12	6		6		3	3								59
Total	120	160	80	2	80	2	40	40	40	40	40	40	40	80	160	1040 ^s
No. of Tchrs.	3	4					1	1	1	1	1	1	1	2	4	1040
																40×26

Total
Room
Periods
No. of
Rooms

No. of periods room
is occupied:

(a) Subjs. designated	78	120	38	32	39	32	32	40	40	40	40	37	37	25	39	37	139	845
(b) Other sub.	2*		2*	8	1	8	8					15*	3*	1	1	3*	5*	52
(c) Vacant												3 ¹⁰	3	1	1	1	16	23 ⁹
No. of Rooms	2	3	2	2	1	1	1	1	1	1	1	1	1	1	1	1	4	40×23 ¹¹

⁷ Sections in assembly per week, 97
Teachers " " " 56

Saving in teacher periods 41

⁸ Total teacher periods 1040

Employed teacher periods 1022

Unemployed teacher periods 18 represents excess of free periods (59) over saved periods (41).

⁹ Represents 97.5% efficient use of plant.

¹⁰ May be used for practical arts electives.

¹¹ To this must be added auxiliary rooms and lunch room.

* Study periods.

of the school, and of providing wholesome luncheons, suggests an extension of the school day. The Stanton School is therefore organized on a nine-period (45-minute) day, comprised in general of four periods of academic work, two periods of manual arts, one auditorium, one play and one lunch period. This longer school day is realized with only a fifteen-minute extension of the present day, by retaining pupils over the lunch period, thus avoiding a long unsupervised recess in which children must walk, many of them long distances, to homes from which parents are absent at work.

Table XL gives the general plan of activities, showing utilization of plant as well as the assignments of pupils and teachers. It is hoped that this table with its accompanying notes will be self-explanatory.* However, certain important advantages of the scheme of organization do not appear in the table. Where there are two or three teachers in a given subject, the program may be so organized as to have instruction in the same subject given to classes of succeeding grades at the same period though in different rooms. It will then be possible, in a given subject, for any pupil to take work with a class above or below his general grade standard. Thus the advantages of individual roster, special pupil assignments, promotion by subject and flexible grading may be secured to the end of adjusting the work of the school to individual needs.

The larger adjustments are provided for in the ungraded and special classes indicated in the outline of the work of the school (Table XL).

It will be noted that the facilities proposed for the new Stanton building have been determined by the curriculum and types of activity to be offered and by the form of organization of the school.

SUPERVISION

A school organization which seeks to make teaching vital must develop rather than direct its teachers. Only by suggestion, inspiration, the fixing of ideals and standards, can responsibility be exacted in terms of real capacities developed in the children. The careful study of individual pupils, the diag-

* For details of program construction from such data, see "Organization of Classes in Holmes Junior High School"—Sondberg, D., *Current Education*—June, 1919.

nosis of defects and the determination of causes and remedies can be brought about only through detailed, sympathetic supervision. It is impossible for this type of professional stimulation and guidance to be afforded in so large and diversified a school organization by one supervisory officer whose major attention must of necessity be directed to administrative duties. Consequently, in order to insure an upbuilding constructive organization, it is recommended that the school principal be provided with an assistant whose entire time shall be devoted to the professional supervision of grades one to six. Thus would be reserved to the school principal, in addition to his administrative duties, the special province of the professional supervision of the higher grades. Provision is made in the budget for the salary of this assistant supervisor.

PERSONNEL

The suggested organization of the school as indicated in Table XL would require forty-one teachers, two for kindergartens, twenty-five for regular classes, four for special classes, and ten for special subjects and activities, including music, drawing, manual and household arts, auditorium and play. This total represents an increase of six over the present number of teachers,* due to the addition of two special ungraded classes and the introduction of a vocational class and a wide range of special activities in which a separate teacher is required for each half of a given regular class.

As to the race of the teachers, it seems wise that the present arrangement be continued. Because of the large proportion of negro pupils in the school, the entire Arthur building may be devoted to them in grades 1 to 5. Here negro teachers should be employed. In the Stanton building there will then be about an equal proportion of white and negro pupils. Here white teachers should be retained not solely because of the presence of white pupils, but for the more important reason that, since negroes must live and work with white people, "they should have the benefit of instruction from representatives of the white group at some point in their school life."*

* See Table XI, P. 44, 34 teachers and 1 sewing teacher.

* Negro Education—U. S. Bureau of Education—Bulletin 1916, No. 38, p. 4.

It will be noted in the budget for 1921 that provision has been made not only for salaries and supplies for the additional teachers and activities, but also for a material increase in the salaries of all teachers. Of first importance in increasing the efficiency of the school is this provision for increased financial reward in order to secure not only the highest type of teaching ability, but also the broadest, most sympathetic insight into the peculiar problems of individual pupils, their homes and their community surroundings. Teachers for the school should be selected with these ideals in mind and only those who have some understanding of the peculiar problems of the school and who show a desire to enter whole-heartedly into the work should be admitted to the teaching corps. Carefully selected teachers, securing increased remuneration for their special efficiencies, could be retained in the service and encouraged to progress with their problems by an additional efficiency reward for eminent success. Thus there would be secured to the school a corps of efficient teachers with a thorough understanding and appreciation of the fundamental aims of the school and the part played by each school activity in the realization of these aims. There would result a scientific spirit of investigation, a desire to experiment with new procedures to the end of securing continuous improvement, and an *esprit de corps* such as can only be fully developed on principles of fair deal and efficiency reward.

A COMMUNITY SCHOOL

With the plant, organization, curriculum and personnel outlined above, the school could not fail to radiate its influence out into the community. But in order to insure the fullest functioning of the school it is important that constructive effort be employed to encourage full community coöperation and understanding.

In view of the nature of the problem of attendance in the school and because of the need of direct contact with individual homes, it is recommended that the compulsory attendance officer who serves this school as only part of a much larger field of work, be replaced by a visiting teacher who could devote her entire time to individual work on the problem of school and community relationship. It is desirable that this officer

possess the highest qualifications as both teacher and social worker, and that she be in entire sympathy with the general problem presented. Her specific duties would include investigation and elimination of unnecessary non-attendance, improvement of sanitary and general health conditions in homes and community, detailed follow-up work on the recommendations of the school physician and nurse as to the correction of physical defects, and the wise placement of pupils leaving school for work. She would act as intermediary between the community and the school, carrying the ideals of the school directly to the community, and fostering a constructive coöperation of social and civic organizations, as well as keeping the school in close touch with the currents of life in the community.

Having changed the kind of experiences that are given and individualized the school to the point of approaching a solution of community problems, the school must be given over to the people. It is false economy to restrict the use of a modern building to children for only twenty-five or thirty hours a week for ten months in a year. The new Stanton building should be so planned that auditorium, cooking, sewing, manual arts, music and playrooms are in the first floor and basement for easy access and use by the community in the evenings. Opportunities should be afforded for evening instruction as well as for recreation, play and social and civic gatherings. Furthermore, children need direction and guidance during the summer months as well as at other times in the year, and this should be provided in a so-called 'Vacation' school.

The modern school in the fullness of its functioning has been variously termed 'Vitalized'* and 'Magnified.'† "The decline of the influence of the family, of the church, of the workshop, and of the major Nationalizing Traditions has meant the increase of the domain of the school. And as the school extends the frontier of education, thereby enlarging its service to the common good, it will of necessity turn its attention inward and utilize the external good for its internal improvement."‡ It is in this reciprocal influence of the school and the community that rest the hopes of Democracy. In the community we have

* Pearson—The Vitalized School.

† Ward, E. J.—The Social Center.

‡ Ward, E. J. op. cit.

studied here, there is peculiar force to the need for a common understanding, a unity of purpose, and a sympathetic coöperation in working toward a common goal. The school must enter deeply into the lives of the people as well as into the lives of the children in order to become the great democratic socializing agency.

CONCLUSION

To effect the many improvements made possible by the adjustment of the school to the needs of its community requires then a complete reorganization, an increased budget of expenditures, a new and different type of plant, a revised, enriched and diversified program, a differentiated corps of teachers fully compensated for their special efficiencies, a changed spirit in instruction and a broader conception of service. All these are necessary in order that the school may come into its own as the prime exemplar of democratic institutions within the community, and that the education it affords may have telling effect on present social life through the coöperative realization of the highest ideals.

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